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S. HRG. 103–589

MINORITY PARTICIPATION AND RETENTION IN HIGHER EDUCATION

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Minority Participation and Retentio...

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

ON

EXAMINING CERTAIN ISSUES RELATING TO MINORITY PARTICIPATION IN HIGHER EDUCATION, FOCUSING ON STUDENT AID PROGRAMS

MAY 17, 1994

Printed for the use of the Committee on Labor and Human Resources

DEPOSITORY

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CONTENTS

STATEMENTS

TUESDAY, MAY 17, 1994

Page

Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, prepared statement 2

Atwell, Robert H., president, American Council on Education, Washington, DC, accompanied by Reginald Wilson, senior scholar, American Council on Education; Deborah Carter, associate director, Office of Minorities in Higher Education, American Council on Education; and Hector Garza, director, Office of Minorities in Higher Education 2

Prepared statement of Mr. Atwell 4

Blanchette, Cornelia M., associate director, Education and Employment Issues, U.S. General Accounting Office, accompanied by Wayne Upshaw and James Spaulding 9

Prepared statement of Ms. Blanchette 44

Mitchem, Arnold L., executive director, National Council of Education Opportunity Associations, Washington, DC; Earl S. Richardson, president, Morgan State University, Baltimore, MD; Harrison B. Wilson, president, Norfolk State University, Norfolk, VA; Thelma Thomas, president, Nebraska Indian Community College, Winnebago, NB; and Isaura Santiago Santiago, president, Hostos Community College, Bronx, NY 14

Prepared statements of:

Mr. Mitchem 52

Mr. Richardson 59

Mr. Wilson 83

Ms. Thomas 22

Ms. Santiago 92

Moseley-Braun, Hon. Carol, a U.S. Senator from the State of Illinois, prepared statement 123

Cross, Dolores E., president, Chicago State University, prepared statement 126

Cole, Dr. Johnnetta B., president, Spelman College and chair, member president of the United Negro College Fund, prepared statement 130

Norfolk State University, prepared statement 132

ADDITIONAL MATERIAL

Communications to:

Simon, Hon. Paul, a U.S. Senator from the State of Illinois, from Harrison B. Wilson, president, Norfolk State University, dated June 9, 1994 137

Warren, David L., president, National Association of Independent Colleges and Universities, dated May 20, 1994 138

Delco, Whilhelmina H., Texas State Representative, chair, NBCSL Committee on Postsecondary Education, the National Black Caucus of State Legislators, dated May 31, 1994 139

Atwell, Robert, president, American Council on Education, from Lawrence A. Hough, president, Student Loan Marketing Association, dated May 16, 1994 140

MINORITY PARTICIPATION AND RETENTION IN HIGHER EDUCATION

TUESDAY, MAY 17, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:15 a.m., in room SD–430, Dirksen Senate Office Building, Senator Paul Simon presiding.

Present: Senator Simon.

OPENING STATEMENT OF SENATOR SIMON

Senator SIMON [presiding]. The subcommittee will come to order.

I would like to first of all thank the chairman of the subcommittee, Senator Pell, for agreeing to a hearing of the subcommittee on the subject of minorities in higher education.

When I served in the House, I chaired their subcommittee on higher education for 4 years. We held hearings on this subject, the first hearings ever held on Hispanics in higher education, and I think it is appropriate that on the 40th anniversary of the Brown decision that we take a look at where we are and where we ought to go.

The Brown decision reversed Plessy v. Ferguson, which set up the myth that we could have separate but equal. It was a great victory for all Americans, for minorities particularly, and also what is not quite as widely known, it was a great victory for women. Up until that point, we had some architectural, engineering, and dental schools that said, "Sorry, we are not going to admit you if you are female." We had nursing schools that would not admit males. So it was a victory for all Americans.

It has not worked out as well as many of us had hoped in 1954, but is this Nation better because of the Brown decision? Absolutely. It was interesting for me to read recently, in a decision on another matter, where Justice Souter, speaking for Justices Kennedy and O'Connor, said that Plessy v. Ferguson was wrong the day it was handed down in 1896. And I think clearly, it was wrong.

So the Brown decision has helped to open opportunity for people, particularly for minorities and for women. But are we doing as much as we should, and where are we going? Particularly as you look at African American males, we are not getting the kind of attendance figures that we should have.

Let me pay tribute also to two people, one of whom is here, who suggested this hearing—Buzz Palmer, and his wife, State Senator Alice Palmer suggested that we hold this hearing. I thought it was an excellent idea, and we are pleased to have the hearing.

We will now receive for the record a statement by Senator Pell.

[The prepared statement of Senator Pell follows:]

PREPARED STATEMENT OF SENATOR PELL

As long as I have been a United States Senator I have been interested in increasing both access to higher education and graduation rates for underrepresented groups. That is why I was so distressed to hear of the recent report by the American Council on Education entitled "Twelfth Annual Status Report on Minorities in Higher Education."

It seems many of our efforts to promote initiatives which aim for higher minority participation and retention rates have been less than successful. If three out of five of our African American, Hispanic and Native American undergraduates are failing to earn their baccalaureate degrees within 6 years, than surely more can be done.

As the report mentioned, financial aid alone is not enough to ensure that minority students will complete their education. However, the report also stated that "experience has shown that grants, scholarships and grant/loan combinations have a greater positive effect on minority persistence and degree completion than reliance only on loans." This is an important point, particularly when we are hearing that loan volume at many institutions has skyrocketed.

I wish to commend Bob Atwell of ACE and his colleagues in the higher education community for their efforts to increase the maximum Pell Grant to $2,500 in fiscal year 1995. This proposed $200 increase is not as much as we'd like, but it is a significant step in the right direction. Clearly, the ACE report underscores the need to more amply fund the Pell Grant program. Thank you.

Senator SIMON. Thank you Senator Pell.

I would like to call first on Robert Atwell, the president of the American Council on Education, the umbrella organization for higher education in this country. And would you please introduce the people who are with you, Mr. Atwell?

STATEMENT OF ROBERT H. ATWELL, PRESIDENT, AMERICAN COUNCIL ON EDUCATION, WASHINGTON, DC, ACCOMPANIED BY REGINALD WILSON, SENIOR SCHOLAR, AMERICAN COUNCIL ON EDUCATION; DEBORAH CARTER, ASSOCIATE DIRECTOR, OFFICE OF MINORITIES IN HIGHER EDUCATION, AMERICAN COUNCIL ON EDUCATION; AND HECTOR GARZA, DIRECTOR, OFFICE OF MINORITIES IN HIGHER EDUCATION

Mr. ATWELL. Certainly, Senator. With me today is Reginald Wilson, who is a senior scholar at ACE; Deborah Carter, who is associate director of the Office of Minorities in Higher Education at ACE; and Hector Garza, who director of that office.

I do have a statement that I would like to have introduced for the record.

Senator SIMON. It will be included, and let me say that we do face some time constraints. I have to leave here no later than noon.

So what we will do is enter all statements in the record, and we will use the 5-minute rule in terms of presentations and then try to devote more time to questions.

Before we hear from you, Mr. Atwell, let me add that I really appreciate the leadership you have shown in a whole series of areas including this one, and it is a pleasure to have you here as a witness.

Mr. ATWELL. Thank you, Senator.

I am going to try to make it as easy as possible on you. I am going to summarize my written testimony in about 5 minutes, and then my colleagues and I will simply attempt to answer your questions rather than adding further testimony.

I want to compliment you on having this hearing, both because it addresses probably the most important problem in higher education, and maybe even the most important problem in the Nation, namely, how to improve the participation and the success of the underrepresented minorities; and second, I am glad you did this because it gives me an opportunity to say some things which have been very much on my mind in recent months.

My written testimony and these summary comments will be critical of the Congress and the administration, and in offering them, Senator Simon, I am very well aware that I will be preaching to the converted, because no one in the Congress has done more than you to advance the participation of minorities, and I only wish that you had been able to compel the attendance of other Members of Congress at this hearing.

I am joined here by three of my colleagues whom I did introduce, whose careers have been and are devoted to the cause of advancing minorities in higher education, and they will attempt to answer your questions.

I want to make several points. The first is that the proportion of minorities in our population is increasing, while their participation in higher education is well below that of majority whites. And in the case of Latinos, only a little more than half finish high school, while blacks are more likely to finish high school, although at a lesser rate than whites; but both groups participate in higher education at far lower rates than whites.

After some years of decline in the participation rates of blacks, Latinos and Native Americans, we did see a small uptick, and only a small one, in 1991 and 1992.

My second point is that particularly among blacks, there are large gender differences. You referred to them in your opening comments. Women participate at higher rates than men, and the college participation rates of black males declined between 1990 and 1992.

Third, the completion or retention rates are even worse than participation rates. Within 6 years, only 32 percent of blacks and 41 percent of Hispanics attain a baccalaureate degree, in contrast to 55 percent of whites. This problem of participation and success increases at every level, so that, for example, graduate school participation and persistence of blacks, Latinos and Native Americans lags well below that of whites and far below what is necessary to provide the role models which contribute so much to the success of

minorities at the undergraduate level. In brief, the pipeline problem is severe, and it is getting worse.

My fourth point is to argue that while the relatively poor record is something for which we all—taxpayers, colleges, universities and policymakers—must share the responsibility, it is the case that most colleges and universities are working very hard on the problem. Indeed, I can testify from my personal experience and my knowledge of many colleges and universities that the fastest growing share of institutional budgets is usually institutionally funded— not federally funded, but institutionally fund—student aid. In some cases, half, and even more in some private colleges, of increased student fee revenue is being channeled back into student aid, and much of that is to address the financial needs of the underrepresented minorities.

Some participants in this hearing may argue, and others will, that our failures can be laid at the doorstep of colleges and universities. The facts are otherwise.

My final point is that what we have is a failure on the part of Congress to meet its own commitments. While the Congress was patting itself on the back for the commitments to dramatically increase Pell grant funding in the Higher Education Act reauthorization of 1992—for example, the Pell grant authorized for 1995-96 was $4,100, and the administration is proposing only $2,400—this, Senator, is a huge credibility gap. Indeed, I would characterize it as bait-and-switch—the bait is the $4,100 authorized, and the switch is the $2,400 proposed for appropriations. And the switch is also from grants to loans.

The consequences of the failure of Congress to meet its own commitments is the worsening grant/loan imbalance, which in turn discourages the participation of the underrepresented groups. By treating higher education largely as a consumer good to be purchased through borrowing, we are both discouraging participation and increasing the risk of more loan defaults on the part of the academically high-risk students.

It is wrong to ask high-risk students to borrow until there is evidence that they have sufficiently established themselves academically as to be likely to graduate. Senator, the single most effective step this Congress could take to improve our performance on behalf of these groups is to increase the Pell grant maximum to the levels which the Congress itself has authorized.

Mr. Chairman, most of our institutions are doing their share. When will the Congress meet its own commitments?

Thank you very much.

[The prepared statement of Mr. Atwell appears at the end of the hearing record.]

Senator SIMON. I thank you. Let me make a couple of comments and then ask some questions.

First, I agree with you completely that we have to increase the grants. The reality is we are expanding the loan program, as we should, but that should not be a substitute for increasing the grant program. And I think it has a particularly deleterious effect on low-income people. For middle-income people to sign a note to say we are going to pay back "x" number of thousands of dollars is not a great barrier. For someone making $12,000 a year, that is a huge

barrier. And I guess we are preaching to the converted on both sides here, but I think we made a mistake in caving in much too quickly on making the Pell grants an entitlement. Regardless of the sum, whether it is $2,400 or $4,600, we have to make it an entitlement. And then, when we start adding money, it is real money. As long as it is subject to appropriations, we can make it $10,000; and we look good when we authorize the $10,000, but then we do not have the money for it. And when the squeeze is on, the money is not going to be there.

You may wish to react to that.

Mr. ATWELL. Well, I completely agree with the Pell grant entitlement point. We favored that. And the very least that could happen now, in the absence of that, is to meet the commitments that the Congress did make in the reauthorization.

But the grant-loan imbalance is getting to be, as you suggest, very discouraging for the participation of minorities. The kind of people you describe should not even be asked to take loans, certainly not until they get academically established; and we are requiring them to take loans, and in case they do not establish themselves academically and drop out, we are only making the default problem worse.

Also, I think the Pell grant program, Senator, is being asked to do a lot of things. It is being asked to be targeted on the neediest of the needy and at the same time to be of assistance to the middle class, for good and sufficient reasons, but it is a program that is being asked to do an awful lot.

Senator SIMON. I would add, the old GI Bill that we had after World War II, which had no income qualification whatsoever, if you put an inflation on it, today would average about $8,500. No one today is getting a grant for anything close to that amount.

One positive step that has been taken by the administration is to make clear to colleges and universities that you can have set-asides, programs, scholarships, to encourage minorities, whether it is African Americans, Latinos, Native Americans, whatever; that is clearly a step forward.

Let me ask you, Mr. Atwell, and the others here, the decline in African American males in college—and the decline has not been that great with Latinos, I think in large part because the numbers never got high enough to decline very much. But I would be interested in knowing is this solely because we have not had the grants? Is it our economy? What are we failing to do to encourage them?

Mr. ATWELL. I would like to ask Dr. Wilson to respond to that question.

Mr. WILSON. Mr. Chairman, it is partly because of the grants, of course, and it is the principal reason why we are here. But also, it is because the African American male has both negative and positive alternatives that he can choose that deflect from his attending college.

For example, African American males are overrepresented in the military. In every branch of the military, they are overrepresented because there were no alternatives in the civilian job market, and they were not able to go to college. This is now going to be affected by the downsizing of the military, but currently, for example, they

are over 30 percent in the army, while they are only 12 percent in the population.

Then, black males are overrepresented in proprietary schools, again because of the burden of loans, they are attracted to short-term educational programs which seem to pay off rather quickly, but in actuality do not pay off as well.

They are overrepresented in the criminal justice system, and they are more unemployed than any other group. If you look at the unemployment rate,they are unemployed and thus deterred from going to college because of the great loan burdens that are incurred by going to college.

When you put all of those factors together—the military, the criminal justice, the debt rates of loans, and the proprietary schools—the cumulative effect has been to discourage them from going to college.

Senator SIMON. Ms. Carter.

Ms. CARTER. There are some programs that have been effective that we have see, established in recent years, that have increased the participation of African American males. And what we find to be effective are the kinds of support programs that are comprehensive, that focus particularly on the kinds of issues that Dr. Wilson raised, but also form a network of support for them. Those programs—Prince George's Community College operates such a program—look specifically for black males who have the capability of going to college, who have the desire.

I think along with those kinds of programs, adequate financial support, we can change that scenario, and those are the kinds of changes that we need to focus on.

Senator SIMON. Mr. Garza, I recognize the statistics for the Hispanic population are somewhat different, but I would be interested in your reaction, too, and not just on the African American males, but the overall issue.

Mr. GARZA. Yes, I think you were right on target when you indicated the number of Latinos has not increased enough to be able to have a notable decline, and I certainly appreciate that comment. The statements that Deborah made in terms of programs within colleges and universities are extremely important. We at ACE assume an important leadership role in helping college presidents understand this.

Additionally, there are other programs that we are working with in terms of communities that the Ford Foundation, for example, is sponsoring. So I think it is important for us to continue to exercise that leadership.

Senator SIMON. Thank you.

Mr. Atwell, you have a great deal of experience in the field of higher education. What would you say to a small college or university with a very, very low percentage of minorities in the population? Are they doing what they should in terms of educational opportunity, not for the minorities, but for the majority, because they are not being exposed to the kind of diversity that they have? That is kind of a softball question.

Mr. ATWELL. I think that any college that does not look like America is not serving its students well. And I think that while most institutions are doing an awful lot to increase the proportion

of minorities, in fact they are spending more on that than on almost anything else these days, and that is why those fees are going up. I think it is a tough set of problems. Some of those institutions look very expensive to the student, and the only way the student thinks that he or she can afford the institution is through very heavy borrowing, which in turn discourages them.

So the private colleges—and that was your illustration—face a particularly difficult problem in attracting a diverse student body. They have also got to address not only the student body question, but the campus climate—is it chilly for minorities? What about the presence of role models? What about the curriculum?

In our own "One-Third of a Nation" report and follow-on activities, we say that it is a tapestry of things. You have got to have a commitment from on top; you have got to address the curricular issue; you have to address the campus climate issue, the role models on the faculty and staff. It is all of those things together. And I think our institutions are working pretty hard on these problems. There is a long way to go, but they are working hard on them, and they are certainly spending a lot of their own resources on it.

Senator SIMON. Let me ask this final question of all of you; since Bob Atwell took the liberty of getting you all up to the desk, why, you are all subject to this process. If you were a member of this Senate, and you could just enact two or three things to really encourage greater participation, what would that two- or three-point program be?

I will start with you, Dr. Atwell.

Mr. ATWELL. I will let my colleagues respond also, but I will say for myself, as I indicated earlier, the first thing you could do is make Pell grants an entitlement; or, if you do not do that, at least make the commitments that are in the 1992 Act, which would get you to a $4,100 Pell grant for 1995-96. That is the single most important thing this Congress could do.

Senator SIMON. Dr. Wilson.

Mr. WILSON. Certainly, I would echo that and say that that applies equally well to the State Student Incentive grants and all of those efforts which bolster the giving of grants to college students.

But the second thing I would do would be to signal colleges and universities that they should pay more attention and give more rewards to faculty teaching. Now they are concentrating more on research and publications and give little attention to teaching. The fact that 55 percent of white students finish a degree in 6 years is indicative of the fact that we are only getting about half of our students through college, let alone 41 percent of Hispanic students and 32 percent of African American students. I think that is a dismal record, and it is an indictment of our colleges in not paying attention to the retention question and to the graduation question.

So in addition to the money to be able to go to college, I would concentrate more on the retention of students while they are in college as well.

Senator SIMON. Good point. You mentioned, as did Dr. Atwell, the role model. I recall a few years ago, when one of the State universities in my State with about 24,000 students had one Hispanic professor. Obviously, in that situation you are not creating role models and the climate that you ought to have.

Mr. ATWELL. No, we are not. Reginald Wilson and I are involved in an activity which is designed to do something about the pipeline problem by teaming up Historically Black Colleges and Universities with majority institutions so that people who do not quite have their Ph.D.s—the so-called A.B.D.s—can get their Ph.D. work finished.

Really, this pipeline problem gets more severe the further along you get, and what we have got is just an enormous amount of bidding up of the price of the very few minority faculty types who are available for these jobs. That pipeline problem is very, very severe, and institutions are having to "grow their own," which is a good idea. And a second thing you can do, Senator, is put more money into graduate fellowships to produce these people.

Senator SIMON. Ms. Carter.

Ms. CARTER. I would, of course, agree with Dr. Wilson and Mr. Atwell have said. I would also like to again reiterate the importance of funding programs that really support the academic achievement of students of color as well as majority students. Institutions that are successful in graduating greater numbers of students provide academic support programs, and they have early warning systems. If we had Federal challenge grants or State challenge grants that would really encourage institutions and help support these kinds of programs financially, it would greatly increase the overall retention and graduation not only of African Americans and Latinos and Native Americans, but also of whites. And that needs to be worked on.

So I would talk about the importance and support the importance of those programs as well as—and we have programs like that through our TRIO programs—also, increase funding for our Historically Black institutions as well as our Latino-serving institutions. We really need to support those institutions because there are substantial numbers of African Americans and Latinos who are enrolled in those institutions.

Senator SIMON. Mr. Garza.

Mr. GARZA. I think what Deborah is advocating, and it is certainly something that I would agree with, is providing incentives and rewards for institutions. Our institutions do know how to develop good retention programs and good programs to help students of color achieve. Oftentimes, it is lack of resources that prevents them from implementing these model programs. So we need to be supportive of that, and we need to increase the funding for that.

Senator SIMON. I thank you all very much. Let me just underscore your earlier point, Mr. Atwell, on the Pell grant. My strong feeling is that there has to be a major fight that is willing to be waged to make it an entitlement, a fight that we may not win the first time, but real candidly, we did not make a real fight of that this time. We ought to make a fight on the Senate floor, and we ought to find out who is willing to stand up and who is not. And our friends in higher education are going to have to get in the middle of that brawl.

Mr. ATWELL. We certainly appreciate your support for that, Senator, and we will be with you.

Senator SIMON. OK. Thank you very, very much.

Senator SIMON. Our next witness is Cornelia Blanchette, associate director of the education and employment issues at the U.S. General Accounting Office. She is accompanied by Wayne Upshaw and James Spaulding.

Ms. Blanchette, we thank you for being here, and we look forward to your testimony.

STATEMENT OF CORNELIA M. BLANCHETTE, ASSOCIATE DIRECTOR, EDUCATION AND EMPLOYMENT ISSUES, U.S. GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY WAYNE UPSHAW AND JAMES SPAULDING

Ms. BLANCHETTE. Thank you, Senator Simon.

We are pleased to be here today to assist the subcommittee as it addresses issues related to minority participation in higher education.

Wayne Upshaw and James Spaulding are accompanying me today. We will discuss the results of our ongoing work on the relationship between changes in the financial aid provided to low-income students and their persistence in pursuing higher education.

Today, we are focusing on how increases in different types of financial aid affect the willingness and ability of minority students to remain in college from semester to semester and eventually graduate. Our results are based on our analysis of data from a large, nationally representative sample of students who graduated from high school in 1980. We analyzed data on white, African American, and Hispanic students who went to 4-year colleges immediately after graduating from high school. Because the number of Asian American and Native American students in the sample was not large enough to generate reliable statistical results, we did not analyze data pertaining to them.

Our work to date suggests that increasing grant aid is more effective than increasing loan aid and reducing a minority student's probability of dropping out. For example, an African American student who receives a grant $1,000 greater than the average grant in a semester has a 7 percent lower probability of dropping out in that semester than an African American student receiving the average grant award. Similarly, a Hispanic student has an 8 percent lower probability of dropping out in a semester if grant aid is increased by $1,000 in that semester.

In contrast, our results show that increasing loan aid in a semester does not significantly influence the probability of a minority student dropping out in that semester. For white students, by comparison, additional loan aid does significantly reduce the dropout probability, but by a lesser amount than an equal increase in grant aid.

This information on the relative effectiveness of grants and loans and increasing student assistance is particularly relevant because since the late 1970's, Federal student financial assistance has shifted from being mostly grants to mostly loans. The biggest decreases in grants have been in Social Security and veterans' programs, which altogether accounted for 45 percent of Federal student aid in academic year 1977–78 and 4 percent in academic year 1992–93.

Pell grant awards, the basic Federal grant program for low-income students, remained approximately level in constant dollars

from 1980 to 1987, although in more recent years, total awards have increased. However, because of tuition increases, there has been an erosion in the ability of Pell grants to pay for tuition. In 1981, the maximum appropriated Pell grant covered 31 percent of the average cost of a private 4-year school, while coverage dropped to 16 percent in 1973.

The shift in Federal funding from grants to loans may initially save budget dollars, but cost the economy in the long run. Both grants and loans reduce the current outlay required of the student in his or her family. However, because the principal and interest repayment, unlike grants, loans do not reduce the net cost of education to the student over time. While the Federal cost of a grant exceeds that of a loan of equal amount, grants may be more cost-effective if they better encourage students to finish their college education and, as a result, increase their earning potential.

The result, that additional grants are more effective than additional loans in encouraging minority student assistance, has intuitive appeal. It supports anecdotal evidence that students are increasingly worried about debt accumulation and do what they can to avoid extensive borrowing. This response potentially has a direct effect—reluctance to borrow to cover tuition costs—or an indirect effect—working excessive hours during the school year and being unable to complete academic work—and may lead to dropping out of college altogether.

Our ongoing work will explore these issues further. In addition to more detailed results from the analysis discussed here, we anticipate providing results of two other studies. First, we are conducting an analysis that will suggest whether or not the timing of grant aid plays a role in student assistance; that is, can persistence be encouraged by using more grant money in the student's first year or two and then providing loans as the student approaches graduation?

Second, we are analyzing information obtained from interviews of students and discussion group sessions with financial aid officers from 12 colleges and universities around the Nation. The results will allow us to gain insight into students' reasons for making certain decisions related to borrowing, working and persistence. We expect to provide you with our final report this fall.

This concludes my statement. We will be glad to answer your questions.

[The prepared statement of Ms. Blanchette appears at the end of the hearing record.]

Senator SIMON. Thank you very much.

First, it strikes me that we keep talking about one of our national problems as our savings rate, and there is no question our savings rate is appreciably below all other major Western countries, so that the reluctance to borrow is really a virtue that ought to be encouraged and not discouraged—except in this instance, that reluctance to borrow is a barrier to going on to education.

Second, I would like to underscore what you just said when you said that the shift from grants to loans saves money temporarily, but costs the Government in the long run. And for my friends here who are reporters, I think that ought to be underscored as one of the things that comes out of this testimony.

We are in the process of shifting on loans from a flat payment, regardless of income, to an income-contingent repayment. Will that change the fear of loans, and will that diminish the barrier?

Ms. BLANCHETTE. I really cannot give you a definitive answer on that because, of course, it has not occurred, and our information is based on past established patterns.

Senator SIMON. What does your intuition tell you?

Ms. BLANCHETTE. Well, this would be simply speculation and my intuition.

Senator SIMON. Yes.

Ms. BLANCHETTE. I doubt, initially at least, that college students would consciously consider the effect that would have on their repayment. I think what they see is the dollars owed, and when that is in the tens of thousands of dollars in some cases, that is what is frightening them. And in terms of how much they have to repay each month once they graduate, that is not consciously affecting their decision. But that is speculative; that is not based on our research.

Senator SIMON. I understand.

Mr. Upshaw, Mr. Spaulding, do you wish to comment on that?

Mr. UPSHAW. Yes. To the extent that students are dropping out through the sheer intimidation of the absolute value of what they borrow, then it would have no effect, presumably. On the other hand, for the more sophisticated student whose decision to attend through graduation or to drop out is based on a purely economic, cost-benefit basis, and who understands the relevance of cash flow, borrowing under an income-contingent loan repayment schedule would be far less intimidating, and those kinds of students with that ability to make such a sophisticated analysis, I would imagine, would continue.

Senator SIMON. And it could be—and we are all speculating, of course, because we do not know what the experience is going to be—it could be that it is less a reduction of a barrier to going through, but more of a reduction in what profession you choose——

Ms. BLANCHETTE. Perhaps, yes.

Senator Simon [continuing.] That you are more likely to become a teacher or a social worker if you can pay back on an income-contingent basis and maybe will not become a lawyer or work for the GAO.

Mr. Spaulding.

Mr. SPAULDING. Our ongoing work will try to address some of those issues, whether the loans that students are taking out now are having some influence on either their course of study or the careers they go into when they graduate. So we hope to be able to address that in our report this fall.

Senator SIMON. And if I could address the same question to you that I addressed to Mr. Atwell and his colleagues, Ms. Blanchette and the two of you gentlemen, if you could—and now I am not asking you to speak for the GAO, but because you have background in this—if you could have a two- or three-point program to encourage greater minority participation in higher education, what would your program be? Ms. Blanchette?

Ms. BLANCHETTE. I think we have sort of a unique position here, because in GAO, in the education and employment issue area, we

actually cover educational programs from preschool all the way through higher education, and we also look at the employment side, what happens when students graduate from high school or from higher education institutions.

I would start at the earliest age and provide the types of training, the types of opportunities, the types of experiences that children need in order to be ready to learn when they go to school. So we are talking about something of the Head Start nature. I would make sure that those programs are funded sufficiently and provide the kinds of experiences that are needed. And then, I would go on to look at the education and the instruction in elementary schools and high schools and make sure that those programs are preparing students for higher education.

So that by the time you get to be a junior or a senior, and you are a minority, and you are thinking about your future, higher education will certainly be among your alternatives, and not something that is totally outside of what you see as your possibilities, because you are academically prepared. I think that perhaps is the biggest problem.

We have young people graduating from high school who are functionally illiterate, who cannot possibly see themselves in college because it is not part of their background; their parents did not graduate from college, and their friends have not gone on to college. But if they were academically prepared, then they would see that as a viable alternative.

And then, of course, in terms of higher education, we need to provide the financial aid that is sorely needed, given the cost of college tuition these days, and from the results of our work, that would indicate more emphasis on grant aid.

Senator SIMON. So you are suggesting, really, both a long-term and a short-term look at this if we really want to solve this problem.

Ms. BLANCHETTE. Absolutely.

Senator SIMON. I think that is sound.

Mr. Spaulding.

Mr. SPAULDING. I would agree with all that. Our work addresses the retention issue—once students are enrolled in college, what type of aid helps them persist and reach graduation. So it is attacking part of the problem, but the students in our sample are not those who did not begin college, so we are looking at part of the problem in this particular research, and as Mr. Blanchette said, to increase the number of students able and willing to attend college in the first place would add to this.

Senator SIMON. Mr. Upshaw?

Mr. UPSHAW. Yes, I would like to echo the opinions of my colleagues, and I would like to add that one of the other variables that we looked at in our statistical model indicated that one of the strongest influences on the probability of dropping out of college is how prepared the student is at the high school level, just to underscore what Ms. Blanchette said.

The other thing, in terms of Federal intervention within currently established programs, is perhaps tailoring financial aid differently. The chances of dropping out are not constant across all the semesters and all the years at the college level. The students,

in particular those who are economically disadvantaged and academically disadvantaged, are most imperiled in the first semester, the first year. So it would stand to reason that financial aid should also be weighted proportionate to the probabilities of dropping out. You may want to shift perhaps more grant aid toward the first year or two, until students are firmly grounded in their new environment and have made the transition, and they have the vision and see that they can succeed, and transition them into borrowing when it is much more rational on their part, because the chances are greatly enhanced that they will graduate as they get further down the road.

Senator SIMON. As you know, some of the programs increase once you get to be a junior or a senior; it goes up when you go to graduate school. You are suggesting, Mr. Upshaw, that maybe we ought to reexamine that, and that that first year might be a time when people need more help than they do when they are juniors in schools. Am I reading it correctly?

Mr. UPSHAW. That is my hypothetical, yes.

Ms. BLANCHETTE. And maybe it is the nature of the help that is different. It is not necessarily more in terms of dollars, but because they do have to make a transition to a different kind of lifestyle, perhaps the students do not have to be concerned about how they are going to pay back great sums of money, or they do not have to work excessively, that their chances of succeeding academically, particularly in the initial years, is greater.

Mr. UPSHAW. In that scenario, the composition of the kind of assistance is critical, I would think.

Senator SIMON. Let me just add one other point here, and that is the Eugene Lang experience in Brooklyn. He was a very successful industrialist who went back to the area of Brooklyn where he grew up and talked to the 6th graders there where, when he was young, as he said, "We were struggling, and we were all Jewish and Italian—but we had hope." And it has shifted to black and Latino, but with no hope, and an over 70 percent dropout rate. He went and spoke to those 6th graders and said to them: "You go on and finish high school, and then I will pay your way through college." And he not only did that, but he meets with these students who are now in college, and some of them did not make it. But 90-some percent—I have forgotten the exact number—graduated from high school instead of 70 percent dropout rate, and about 70 percent went on to college instead of a 70 percent dropout rate. But he gave people the spark of hope, and somehow in the process of all of this, we have to give people that spark of hope.

We thank you all very, very much for your testimony.

Our next panel includes Isaura Santiago Santiago, the president of Hostos Community College in the Bronx, NY; Thelma Thomas, president of Nebraska Indian Community College, in Winnebago, NB; Harrison Wilson, president of Norfolk State University, in Norfolk, VA; Earl Richardson, president of Morgan State University, in Baltimore, MD; and a veteran of appearances here, Arnold Mitchem, executive director of the National Council of Education Opportunity Associations.

Unless anyone has any preference on how we proceed, I am just going to start with Mr. Mitchem and go down the line and listen

to all of you. And again, we will enter your entire statements in the record, and we will have to abide by the 5-minute rule.

Mr. Mitchem, welcome.

STATEMENTS OF ARNOLD L. MITCHEM, EXECUTIVE DIRECTOR, NATIONAL COUNCIL OF EDUCATION OPPORTUNITY ASSOCIATIONS, WASHINGTON, DC; EARL S. RICHARDSON, PRESIDENT, MORGAN STATE UNIVERSITY, BALTIMORE, MD; HARRISON B. WILSON, PRESIDENT, NORFOLK STATE UNIVERSITY, NORFOLK, VA; THELMA THOMAS, PRESIDENT, NEBRASKA INDIAN COMMUNITY COLLEGE, WINNEBAGO, NB; AND ISAURA SANTIAGO SANTIAGO, PRESIDENT, HOSTOS COMMUNITY COLLEGE, BRONX, NY

Mr. MITCHEM. Thank you very much, Mr. Chairman.

I am extremely honored to be with you this morning. I am the executive director of the National Council of Educational Opportunity Associations. I am going to summarize my testimony and just make three points.

First, I want to take this opportunity to underscore the testimony we have heard from our colleagues this morning. Simply put, it is very clear that we cannot make dramatic or substantial progress in creating a more diverse faculty unless we stop the hemorrhaging in the educational pipeline. This is particularly true if we think of low-income people and especially true if we think of low-income minorities.

We have heard the numbers; we know about the dropouts. We know that a number of students who finish high school do not go on to college; and even of those who do not go on to college, we are faced with some very grim statistics. For example, only four out of ten Hispanics who go to college graduate within 6 years. Only three out of ten blacks who go on to college graduate within 6 years, whereas six out of ten whites who go on to college graduate within 6 years.

Thus, we know that at the end of the pipeline, not a very large pool of candidates are prepared or ready to go on to graduate school. Tom Mortonson, an educational researcher, pointed out this problem in another way last March when he noted that the probability of earning a baccalaureate degree if you come from a family where the income is between zero and $21,000 by the time you are 24 years of age is only 4 percent. Contrast that with a student, irrespective of race or ethnicity, who comes from a family where the income is between $63,500; the probability of earning a baccalaureate degree by the time you are 24 years of age is an astounding 76 percent

Now, when you think about Tom's work and you look at some other data that I saw just recently from the Illinois State Board of Education, I note this: They report that minority student college graduation rates 8 years after high school graduation are about half that of majority students. For example, in Chicago, at Northeastern University, only 8 percent of blacks are graduating. And at the University of Illinois at Chicago, only 13 percent; at Illinois State in Bloomington, it is only 28 percent of blacks are graduating.

Now, these facts, Senator Simon, lead me to my second point. That is, unless or until we give greater priority to intervention programs that retain low-income undergraduates, like student support services, which has been referenced here this morning, which is one of the six TRIO programs, and specialized intervention programs like the Ronald E. McNair Post-Baccalaureate Achievement Program which, if you recall, was under your leadership—you initiated that program back in 1985-86—we are not going to even get close to any meaningful parity between people of color and whites in terms of doctoral recipients.

Mr. Chairman, I am not ancient, but I am 55 years old, and I never, never had a black or Latino professor in my whole educational experience. I am afraid that if we continue on the course we are going, except for those students who go to HBCUs or HSIs, they will be like me and they will also never have that experience.

If we look further at the data, it is fairly grim. In the case of African Americans, while we were 12 percent of the population in 1992, we were only 2.4 percent of the doctoral recipients in that year—a meager 951 individuals. More disturbing than that was that that was a decline from 1982. In 1982, 3.4 percent of doctoral recipients were African American. In the case of Hispanics, it is just as disturbing. In 1992, Hispanics were 9 percent of the population but only 1.9 percent of the doctoral recipients—a meager 755 individuals.

This is worse when you put it in the context of the fact that in 1982, Hispanics were essentially about 6 percent of the American population; by 1992, they were 9 percent of the American population, and in 1982, 1.7 percent of the doctoral recipients were Hispanics, and in 1992, it was only 1.9. So there was only a two-tenth of a percent gain in Hispanic doctoral recipients.

My third point is this. I think we can ameliorate some of these problems by giving greater attention to our intervention programs like the McNair program, which was created in 1986. As you know, that program targets low-income individuals. It is currently serving 1,700 individuals and 68 colleges, and in its short history has been successful. Of the 1,700 undergraduates last year, 700 seniors entered graduate school, and at the University of Illinois, of 10 McNair graduates in 1993, eight are now in graduate school.

Let me close by mentioning Elsa Gutierrez. Elsa is the oldest of five children from Chicago. Her father is a construction worker, and her mother works as a packer in a factory. She graduated from Bowen High School in Chicago that has a 60 percent dropout rate and an ACT mean score that is 6 points below the State average. She was not regularly admissible when she went to University of Illinois at Champagne-Urbana. She was enrolled in the Student Support Services program. Again, that retention mechanism has been mentioned here. She is graduating this month in economics. She completed her McNair research on the North American Trade Agreement, and now, this fall, she is going to MIT.

Let me close by saying that until our systemic educational reforms are finally in place, we are going to need Student Support Services programs and McNair programs that focus on social and class barriers in order to prevent our losing the potential and talent of the Elsa Gutierrez' of this world. Financial aid is important;

it is essential. But it is not sufficient in the case of many minority low-income kids.

Thank you very much, Senator Simon.

[The prepared statement of Mr. Mitchem appears at the end of the hearing record.]

Senator SIMON. I thank you, and we thank you for your leadership through the years, too. You have been a champion of these causes, and I really appreciate it.

Earl Richardson.

Mr. RICHARDSON. Thank you very much, Mr. Chairman.

I am Earl S. Richardson, president of Morgan State University in Baltimore, and I appreciate the opportunity to speak before the committee this morning on behalf of the American Association of State Colleges and Universities, the National Association for Equal Opportunity in Higher Education, and the National Association for State Universities and Land Grant Colleges.

I do want to make one correction to the written testimony which I have presented already in that it has me listed as chairman of the National Association for Equal Opportunity in Higher Education; that should be chairman-elect, just for the record.

Senator SIMON. But you think there is a reasonably good chance that you are going to make chairmanship, I gather.

Mr. RICHARDSON. I think so, yes.

Senator SIMON. All right.

Mr. RICHARDSON. The topic I have been asked to address this morning is the status of minorities, specifically African Americans, in graduate education.

By virtue of any indicator, as I am sure you are aware, the news is not good. In a nation in which 12 percent of its general population is black, only 3.7 percent of the doctorates awarded to U.S. citizens last year went to African Americans. This is slightly below the level in 1980, when the black share of doctorates was 4.1 percent.

The situation in fields which are key to economic development, such as engineering and the sciences, is even worse. Last year, among U.S. citizens receiving doctorates, blacks accounted for only one percent of awards in all of the physical sciences and only 1.5 percent of awards in the fields of engineering.

The situation is no different in Maryland, but it is worth mentioning because of our State's demographics. We are 25 percent African American, twice the national average, with a public school population that is 34 percent black.

What distinguishes Maryland from many other States is the fact that we have a very large black middle-class population, with incomes, college-going rates, and levels of educational attainment that are well above average. Yet among all institutions, both public and private, we have graduated only a single African American with a doctorate in engineering in the past 5 years, and awarded only a single doctorate to a black student in any of the physical sciences during the same period.

No African American has received a doctorate in computer or information sciences from a Maryland institution in the past 5 years. Besides Maryland's favorable demographics, another factor that distinguishes the State is that its campuses have been under a

good deal of pressure from both the Federal and State Governments to remedy black underrepresentation in certain fields and at the graduate level since the early seventies.

I believe, however, that these approaches have not been tried; there are some approaches that have been tried, that have merit and should be supported.

Let us focus on the rate of production of undergraduate degrees in general, particularly in the sciences, that need to be increased for African Americans. This is more than a function of what colleges and universities do for their undergraduate students. It is also a function of how well minority students are prepared for college level work and the degree to which their financial aid needs are addressed. And I think that has consumed a lot of our discussion this morning.

There is no question that colleges and universities, particularly those located in urban areas, have to become more involved with elementary and secondary education. We pay a good deal of attention to teacher training already, and this needs to be continued.

We also need to think in terms of educating the broadest possible segment of minority population. We have to greatly enlarge the pool of minority students entering and graduating from college, regardless of their race, creed, or socioeconomic backgrounds.

We can achieve this by emphasizing the education of the most talented students alone—individuals with a high probability of success under any circumstances. All types of institutions need to participate in this effort to reach the broader community. The role of Historically Black Colleges is a particularly important one in this approach because of the growing proportion of African Americans enrolling in higher education on our campuses.

Let me just bring it all to a close by saying that I think there are two or three important things that we need to focus on. One is increasing access for African Americans and other minorities to our colleges and universities; and second, increasing Federal funding that supports minorities in graduate education—that is, whether it is through the fellowship programs of the various Federal agencies or whether it is through Federal grants.

Thank you.

Senator SIMON. I thank you, President Richardson. We really appreciate your testimony.

[The prepared statement of Mr. Richardson appears at the end of the hearing record.]

Senator SIMON. Dr. Wilson.

Mr. WILSON. Thank you, Senator Simon.

I am Harrison B. Wilson, president of Norfolk State University of Norfolk, VA, having served nearly 20 years as president. It is the 5th-largest of the 105 Historically Black Colleges and Universities in America.

I am here also on behalf of the American Association of State Colleges and Universities, the National Association for Equal Opportunity in Higher Education, and the National Association of State Universities and Land Grant Colleges.

You have asked me to comment on the minority professorate and promising solutions for its improvement. The current problems concerning the professorate stem from a number of sources. Because

of time restrictions, I will address three of the most significant of these, and I have listed the others in my paper, which I hope will be included in the record.

Senator SIMON. It will be entered in the record.

Mr. WILSON. No. 1, restrictions on admission. While admissions of minority scholars to programs of advanced studies is no longer a factor in professional preparation, the scarcity of senior minority professors is still limited, due in large part to the long period when young minority scholars were denied admission to prestigious graduate schools. Such denials, dominant in the 1950's, influenced career choices of minority professionals for years to come.

Enrichment of any professorate is measurably a function of history and the history of the minority professorate is woefully lacking in necessary opportunities. Again, lack of grants and scholarships plays a very important part in this.

And two, support for advanced studies. There are approximately 1,500 senor colleges and universities in the United States. The 75 senior Historically Black Colleges and Universities produce almost half of the total number of minority college graduates annually; yet HBCUs have only a small fraction of the total resources available nationwide for graduate studies.

It makes sense that if the HBCUs are able to prepare minorities for advanced academic and professional careers, they could become just as selective for implementing graduate studies. We need scholarship money and grants, and not more loans. This is something throughout the country that minorities who are in the low-income are having serious problems, and that has been discussed.

Third, preparation for the professorate. Unlike the recruitment of intercollegiate athletics, minority students are not identified for careers in higher education until quite late in their educational preparation, if at all. Just as young men and women are identified early in the lives of potential athletes, such early identification would be enormously beneficial for the youngster who shows potential as a teacher/researcher. It would also help immeasurably to focus upon deficits in the curriculum and instruction in pre-college experiences, so that necessary improvements or corrections could be made. And there, we are going back to the elementary, pre-elementary, secondary schools with the problems that we are having now and that we know about, especially in inner cities throughout the United States.

Promising solutions. I would like to now offer what I believe to be some promising solutions to problems of expanding and enhancing the minority professorate. Each of these solutions is being tried at our university and, I believe, can be generalized in other HBCUs.

Doctoral programs. Norfolk State has been authorized to offer a doctoral degree in social work beginning in 1994-95 and has been invited to submit proposals for offering doctoral degrees in computer science, chemistry, and mathematics. I call your attention to Exhibit A, which has been distributed to you, for fuller description of NSU's doctorals.

Earlier, Dr. Richardson and others have mentioned the scarcity of Ph.D. graduates in our country. We are not using the resources, I think, that could produce these people for us. For instance, it was

mentioned that in 5 years, no Ph.D. was produced—or, I think one in this country was produced—in computer science. We have three students now pursuing Ph.D. degrees in a major university. This is because of the preparation we have given them prior to being prepared to go on to work on doctorates.

The Urban Institute. Norfolk State University is broadening an Urban Institute that will and is stressing preparation of leadership for solving such problems as crime, teenage pregnancy, and functional illiteracy. The university will provide a physical location and programmatic mechanism where leaders in urban affairs may deliberate on long range strategies for improving life in the urban community. We also have that in our exhibit.

I want to say that in the end, we are taking care of problems by building more prisons, and our money is going to go there just as sure as I am sitting here. We are not looking at the problem at the beginning. Institutes like ours and others are doing research to solve the problems of why a 12-year-old kid is shooting someone just out of the clear blue—what are the kinds of problems, what baggage are our 3-year-olds bringing to school. And then, of course, we are inheriting some of these kids in our colleges and universities, and again we have problems.

You talk about the money we could save—a great deal of money could be saved if we addressed that issue and permitted the universities that are capable of doing this research.

Finally, partnerships in faculty development. Norfolk State participates in many consortial relationships with peer institutions in the Tidewater area and beyond. An example is an arrangement we have with CEBAF, the Continuous Electron Beam Accelerator Facility, one of the top ten in the world, in Newport News. This partnership is intended to create a faculty group at our university that will be internationally prominent in the field of nuclear physics and research and will expand their capabilities in our material research lab, also teaching half their time for our students.

I would conclude my remarks with two recommendations for solving the problems as outlined above. I urge the Senate Subcommittee on Education, Arts, and Humanities to give consideration to bringing these matters to the attention of the full Senate for prompt action. Fund the Urban Grant Act of 1977. The Urban Grant Act of 1977 grew out of the efforts of selected colleges and universities to define the role of higher education and stabilize the inner cities of the United States. I believe very strongly that had the Act been funded adequately at the time of its passage and key institutions given the freedom to apply their significant talents, many of the social ills of the urban communities would either not exist or would not be nearly so severe.

Fund selected minority institutions for developing greater capabilities in graduate programs. I will not go into that, but I think it is very important that we take the resources that we have—and now I am speaking for the Historically Black schools—and where possible, put some money into those schools to do the job that is not being done nationally.

Thank you very much.

Senator SIMON. We thank you.

[The prepared statement of Mr. Wilson appears at the end of the hearing record.]

Senator SIMON. Dr. Thelma Thomas.

Ms. Thomas. Good morning, Senator Simon. I am Thelma Thomas, president of Nebraska India Community College, with campuses located on the Winnebago, the Santee-Sioux, and the Omaha Reservations in northeast Nebraska.

Greetings from Nebraska. I would like to thank you, Senator Simon, for enabling our organization this opportunity to testify before your subcommittee on the successes and concerns of American Indian colleges today.

The American Indian Higher Education Consortium, AIHEC, is comprised by membership of the Nation's 29 American Indian and tribal colleges. Two of our member colleges are in Canada. AIHEC colleges are funded by numerous sources, and therefore not all have comparable funding situations. Twenty-three of our tribal colleges are funded under Title I of the Tribally Controlled Community College Assistance Act. Leech Lake Tribal College of Minnesota became eligible under Title I for fiscal year 1994. We expect the College of the Menominee Nation to become eligible for fiscal year 1995. Navajo Community College is funded under a separate Title II of the same Act. United Tribes Technical College and Crownpoint Institute of Technology are vocational tribal colleges, funded under the Carl Perkins Vocational Education Act, and United Tribes Technical College is partially funded under CPA and the Department of Interior. Haskell Indian Nations University and Southwest Indian Polytechnic Institute are owned and operated by the Bureau of Indian Affairs, United States Department of Interior. The Institute of American Indian Arts is congressionally chartered.

All of our colleges rely on Federal funding for their existence. We point out for purposes of comparison that State and local colleges rely on the Federal Government for less than 10 percent of their funding. American Indian colleges, however, generally cannot receive State funds. AIHEC believes that the Federal Trust responsibility for Indian tribes does include education.

In addition, there is no other source of funding available upon which tribal colleges could draw; there is no local tax base to support tribal colleges; and in nearly all instances, States do not see it as their legal responsibility to support tribal colleges.

The tribal college movement is still in its infancy within the realm of American higher education, with the oldest tribal college being just 25 years old. Despite their relative youth, all of our colleges adhere to the same rigorous accrediting requirements as to mainstream colleges. Tribal colleges succeed where mainstream American higher education has failed, making higher education geographically and culturally accessible to American Indians where it was not before.

The Carnegie Foundation for the Advancement of Teaching issued a 1989 report entitled, "Tribal Colleges: Shaping the Future of Native America." The Carnegie Foundation lauded the students successes of the tribal colleges, calling them "underfunded miracles." Student retention, graduation, and job placement surpasses 85 percent at all tribal colleges, compared to less than 10 percent completion rate nationally at mainstream colleges and universities.

There is little need here to elaborate further on the wisdom of allowing societies to control their own educational systems and enabling those services to be delivered close to home.

One of the greatest challenges facing the colleges of American Indians lies in the fact that our small numbers do not command national attention. With a national population of less than one percent of the Nation, it is difficult to focus national attention on our needs. Still, it remains important to note that inverse to the national trend, the American Indian population in the United States has experienced a baby boom that has culminated in recent years with 38 percent more of its proportionate population now being in the college age years. And this trend continues down into the group of those under the age of 15.

Over 200 tribes are represented in the more than 16,000 Indian students who attend the tribal colleges. These are 16,000 American citizens whose fathers and grandfathers fought alongside other American citizens in the wars to preserve the rights of this great Nation, with the paramount right being equal opportunity for all.

Of the 16,000 American Indian students, the majority of them are female, with the average age being 30 years old, single, and head of household, with two or more children, and usually first-generation college students. All the students are bicultural, with many of them being bilingual.

Equal opportunity has not yet come to American Indians at tribal colleges. In fiscal year94, the level of per student funding, or FTE, was under $3,000. By contrast, the national average FTE funding for mainstream community colleges is just under $7,000; for Historically Black Colleges and Universities, it is $17,000. In today's world, tribal college students must be provided access to the same level of resources as are available to other students at mainstream and other special population colleges. Without equal opportunities, our students cannot continue hoping for equal employment opportunities to improve the quality of life for themselves and their families and to share equally in the great American dream.

We applaud this subcommittee for taking the time and interest to focus attention on our successes and our continuing needs. We urge this subcommittee to champion what we believe are extremely modest and feasible legislative initiatives that will result in advancements toward realizing equity in educational opportunities for American Indian people.

Senator SIMON. If you could conclude your remarks, Dr. Thomas, because we are running into time problems.

Ms. Thomas. The Tribally Controlled Community Act of 1978 funding is authorized at $5,820 per Indian student count. This has never yet been appropriated. We have received $3,000 per Indian student count this year. The authorization level of $5,800 was based on an equitable level with that of the HBCUs more than 10 years ago. Yet even this decade-old level has never been appropriated. The originally appropriation of the Tribally Controlled Community College Act never reached a level playing field.

With level appropriations and enrollment increases of these levels, per student resources decrease even further; in essence, the tribal colleges become victims of their own success.

Senator Simon, just in a nutshell, I will tell you that there is a great need not only for increased appropriations for funding, but also regarding facilities under the Tribal College Act.

And the American Indian Higher Education Consortium would also request this subcommittee's support regarding Land Grant status for the tribal colleges, teacher training, and an executive order that AIHEC has been working on for 4 to 5 years that still has not been signed by the administration.

I thank you for your time, Senator.

Senator SIMON. We thank you.

[The prepared statement of Ms. Thomas follows:]

PREPARED STATEMENT OF THELMA THOMAS

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All of our colleges rely on Federal funding for their existence. We point out for purposes of comparison that State and local colleges rely on the Federal Government for less than 10 percent of their funding. American Indian Colleges, however, generally cannot receive State funds. AIHEC believes that the Federal Trust responsibility for Indian tribes does include education. In addition, there is no other source of funding available upon which tribal colleges could draw; there is no local tax base to support tribal colleges, and, in nearly all instances, States do not see it as their legal responsibility to support tribal colleges.

The Tribal College movement is still in its infancy within the realm of American higher education, with the oldest tribal college being just 25 years old. Despite their relative youth, all of our colleges adhere to the same rigorous accrediting requirements as do mainstream colleges. Tribal colleges succeed where mainstream American higher education has failed, making higher education geographically and culturally accessible to American Indians where it was not before.

The Carnegie Foundation for the Advancement of Teaching issued a 1989 Report entitled Tribal Colleges: Shaping the Future of Native America. the Carnegie Foundation lauded the student successes of the tribal colleges, calling them "underfunded miracles." Student retention, graduation, and job placement surpasses 85 percent at all tribal colleges as compared to less than a 10 percent completion rate nationally at mainstream colleges and universities. There is little need here to elaborate further on the wisdom of allowing societies to control their own educational systems and enabling those services to be delivered close to home.

One of the greatest challenges facing the colleges of American Indians lies in the fact that our small numbers do not command national attention. With a national population of less than 1 percent of the nation, it is difficult to focus national attention on our needs. Still, it remains important to note that, inverse to the national trend, the American Indian population in the United States has experienced a baby boom that has culminated in recent years with 38 percent more of its proportionate population new being in the college age years, and this trend continues down into the group of those under the age of 15. Despite the appearance of minuscule national percentages, over 200 tribes are represented in the more than 16,000 students attending AIHEC colleges. These are 16,000 American citizens whose fathers and grandfathers fought alongside other American citizens in the wars to preserve the rights of this great nation, with a paramount right being "equal opportunity for all".

Equal opportunity has not yet come to American Indians at tribal colleges. In Fiscal Year 1994, the level of per student funding (FTE) is under $3,000. By contrast,

the national average FTE for mainstream community colleges is just under $7,000; for Historically Black Colleges and universities, it is $17,000. In today's world, tribal college students must be provided access to the same level of resources as are available to students at mainstream and other special population colleges. Without equal educational opportunities, our students cannot continue hoping for equal employment opportunities to improve the quality of life for themselves and their families and to share equally in the American dream.

We applaud this subcommittee for taking the time and interest to focus attention on our successes and continuing needs, and we urge this subcommittee to champion what we believe are extremely modest and feasible legislative initiatives that will result in myriad advancements toward realizing equity in educational opportunities for American Indian people.

The Tribally Controlled Community Act of 1978 funding is authorized at $5,820 per Indian student count (FTE) yet has never been appropriated at more than approximately $3,000 per FTE. The authorization level of $5,820 was based on an equitable level with that of HBCUs more than 10 years ago. Yet, even this decade-old level has never been appropriated. The original appropriation of the Tribally Controlled Community Act never reached a level playing field; thus, the dramatic travesty of this funding situation over the years is not as readily apparent as it should be. The success of the tribal colleges results in more students enrolling each year, at an average annual increase of 10 percent over the years. With level aggregate appropriations and enrollment increases of these levels, per student resources decrease even further. In essence, tribal colleges become victims of their own success.

Facilities: Nowhere else in American higher education are students expected to repair, renovate, and even build their own classrooms. Yet for tribal college students wishing not to study beside buckets catching rainwater through leaking roofs, nor learn in overcrowded facilities, this is a regular part of college activity. Although facilities are authorized through the Tribally Controlled Community Act, no funding has ever been appropriated for this purpose. As we study the budgets of the various Departments, we see that generous facilities funding continues to be found for other American mainstream and special population colleges. American Indian people find it easy to understand that the Federal Deficit issue renders it impossible to appropriate facilities funding. However, we find it difficult to understand how Congress can continue to find funds to increase facilities appropriation to some American Colleges despite the deficit issue.

Land Grant Status: S. 1345 would provide equity in participation in educational land-grant programs in the U.S. Department of Agriculture. It would provide to AIHEC colleges an extremely modest endowment in comparison to that which was provided to the University of the District of Columbia and colleges of the United States Trust Territories. Historically, the endowment provisions of land grant entrants has been funded through the Department of Education. We urge this subcommittee to champion fulfillment of this major step toward realizing equity for tribal colleges.

Teacher Training: One of the greatest negative influences on American Indian students is a severe lack of role models in the classroom. Tragically, it is entirely possible for an Indian student to go the entire way through K–12 without having an Indian teacher, so serious is this shortage. The 1992 Higher Education Act Reorganization contained a new provision enabling $5 million in teacher training programs at tribal colleges, yet no funds have been appropriated. Further exacerbating the difficulty in achieving an appropriation is the fact that the Office of Indian Education is not in the U.S. Department of Education. While the Office of Indian Education would certainly be a fine administering office, this office is under Interior appropriations, and thus the tribal colleges would be forced to compete against their own appropriation in order for this program to be activated. It is our understanding that the reason for this amendment was to enable tribal colleges to participate in U.S. Department of Education higher education programs. We urge this subcommittee's leadership in making this amendment a reality for tribal colleges.

Executive Order: Historically Black Colleges and Universities and the National Hispanic Community enjoy an Executive Order that mandates the Departments to consider these special population colleges when promulgating regulations or grant award competitions. AIHEC colleges have sought an Executive Order would require no appropriation and is in no way controversial. The following are recent examples of the need for a tribal college executive order: 1) Tribal colleges have been approached to consult with mainstream Universities on development of Department of Transportation-funded projects on tourism and recreation on Indian reservations, rather than the tribal colleges actually on the reservations performing the primary work themselves. 2) National Science Foundation-funded programs to Indians in

math and science must be delivered through a mainstream university with the major resources held at the University. Why? Because tribal colleges were not eligible to compete for these programs on their own, and this is largely if not totally due to the fact that there was no awareness of the existence of tribal colleges when the competitions were developed. We believe this lack of awareness to be widespread throughout Departments, and we believe that an Executive order would begin to solve this problem. We urge this subcommittee to take the leadership in bringing this oversight to the attention of the Administration, perhaps through a Senate Resolution similar to an initiative already underway in the House of Representatives. While we fully understand that the Legislative Branch cannot mandate an Executive order, we do believe that this matter's being brought to the attention of the President would result in swift action to assure that this inequity does not continue.

Department of Defense and U.S. Agency for International Development: Initiatives that promote the participation of other American mainstream and special populations colleges should also include tribal colleges. As just one example, we believe that tribal colleges are best suited to assist in the development of self sufficiency of indigenous peoples of Central America. We realize that these Departments are not the jurisdiction of this subcommittee, but with your leadership those subcommittees could designate tribal colleges in appropriations language as they do other special population colleges.

In summation, we need to achieve a greater awareness of tribal colleges through the Congress and the Executive Branch. The Carnegie Foundation observed tribal colleges to be one of the best kept secrets of outstanding success in American higher education. We believe the Carnegie Foundation would applaud this committee's efforts toward joining with us to help make that statement an historical inaccuracy. We thank you on behalf of the colleges which comprise the American Indian Higher Education Consortium.

Senator SIMON. Dr. Santiago.

Ms. Santiago. Senator Simon, I bring you good wishes and best regards from your friends and admirers in New York, particularly those of us in the South Bronx who have been carrying out a special dream, one which you helped spark many years ago with your support for the Bilingual Education Act. Today, Eugenio Maria de Hostos Community College is the only public institution of higher education in this country with a mission to provide adult immigrants the opportunity for higher education through a bilingual instructional program. And it is with great respect that I share with you some of the results of the implementation of what, years ago, when you first had the dream, few wanted to share that dream, and many questioned whether institutions of this country should begin to teach in any language other than English.

We want to share with you that today, Eugenio Maria de Hostos enrolls 5,400 students in the South Bronx. Our achievements are substantial. Recently, the College Board reported in its roster of outstanding transfer students that Hostos had the second highest percentage of graduates going from 2-year to 4-year colleges. This year also, Community College Week reported that Hostos graduated third in the country the number of students entering public service fields. Hostos was sixth in the country in the number of Hispanics graduating from 2-year institutions, and Hostos was 19th in the entire country in the number of minority students graduating from 2-year colleges and going on to 4-year colleges.

The implementation of a bilingual mission has had very special results academically. We have opened the doors to a wide spectrum of allied health fields to Hispanics for the first time in this country. And here, too, I could report to you that in fields as difficult as radiologic technology, we at Hostos have had for 6 years in a row 100 percent pass rates on the national boards. In dental hygiene,

our scores have ranged from 86 to 96 percent, and similarly in our allied health and technical fields.

Today, Hostos continues to provide a special model and a successful one for access for Hispanics to higher education. Lest you think that we have creamed the Hispanic population of New York, let me share with you that our students are South Bronx residents. Ninety percent of them live below the poverty level. Eighty percent in fact earn less than $8,000 a year. Eighty percent of our students are women. Sixty percent of them have more than two children and are single heads of households. They go to school each day, sacrifice and struggle to bring up their children to learn English and at the same time to learn complex and difficult cognitive matters.

I share with you today the achievements that few institutions of this country can boast. In fact, Hispanics have, by and large—particularly those with limited English proficiency more than others—been denied access to higher education. It is only through leadership like yours that institutions like ours have been allowed to be experiments.

However, Senator, I bring to you today some of the frustrations of the implementation of broad-based Federal guidelines on local institutions. I speak to you directly about the implementation of the default regulations. Despite Hostos' substantial achievements, despite the strength of its academic programs, despite evaluations by the Middle States Association, and last year, full review of every, single academic program of the institution, finding not a single course out of standards, Hostos was found in default and, because of 140 students who did not repay loans out of 5,400 students enrolled at the institution, today Hostos is suspended from the Family Education Loan Program and is threatened to be excluded from participation in all Title IV programs.

The injustices are very clear. Over the years, Hostos has reduced student loan rates from 38 percent to 5 percent. This represents a 76 percent decrease in applications. Despite this, and despite evidence of a very significant effort to reduce loans at the institution, today, less than 5 percent of all of our students take loans, Hostos was found in default.

The irony—in 1989, for the very years involved in the default decision, the Department of Education reviewed all of Hostos' financial aid programs. After determining that we administered all of them very effectively, one of the findings stipulated that the college was too aggressive in counseling students not to take loans, or to take smaller loans. In fact, we were ordered to desist from such practices inasmuch as Federal auditors maintained that the institution had to make the program available to all students inasmuch as it was an entitlement program.

Let me stop here and say that one of the important issues today is that Hostos is not only meeting a mission of providing access to Hispanics who have been excluded because of linguistic barriers. Others who have been denied access to higher education include women on AFDC. Hostos has been a forerunner in this regard and for many years has enrolled women on AFDC. The problem—Federal and State regulations explicitly preclude an AFDC recipient from repaying any loan, so that our women, many of whom have young children who get ill, leave school, and they too often must,

because of health, housing and other problems, leave school—once they leave college, they are unable to pay their loans because the State department of social services will not include a loan in their HRA budgets.

Clearly, institutions of higher education trying to address those students most drastically in need are then torn between two sets of Federal regulations that are in fact contradictory one to the other, given the Federal goal today of welfare reform, which has recognized the need to increase the education of women on welfare.

Senator SIMON. Could you please conclude your remarks now?

Ms. Santiago. Yes, Senator, and I thank you for the opportunity.

I also come today as a member of the board of the Hispanic Association of Colleges and Universities, and because your dreams very often come true, when you ask what are the three most important things the Hispanic Association of Colleges and Universities would ask for, as an association of 120 colleges that serve over 45 percent of Hispanics in institutions of higher education in this country, we would unequivocally say that Pell grants must be an entitlement.

No. 2, if we want to make an impact on the education of Hispanics in this country, Hispanic-serving institutions and legislation that has been proposed to support those 120 institutions in a short period of time, focusing resources on this institutions would make a difference for Hispanics nationally.

Third, I agree with the gentleman—for institutions like Hostos in urban areas in this country, there is no institution that has been more directly established to develop community than the community colleges. We are in the urban community, working with our partners in the urban community, working with the people in the urban community to build those communities. And resources directed to those institutions will not only build human capital, but will build the physical capital of our cities.

I thank you, Senator.

[The prepared statement of Ms. Santiago appears at the end of the hearing record.]

Senator SIMON. We thank you.

First, on the immediate problem that you face, if you could after the hearing get in touch with Bob Shireman on my staff——

Ms. Santiago. Thank you, Senator. We put in an appeal to the Secretary for him to use his authority under mitigating circumstances. Were AFDC students not included in our rates, we would be down to a 10 or 12 percent rate.

Senator SIMON. We will try to be of assistance. I am not promising anything, but you touch base with Bob Shireman and see what we can do.

Your overall statistics of what you are doing are just powerful and very, very impressive.

Ms. Santiago. Come visit. We love you in New York.

Senator SIMON. Let me be the devil's advocate here. There are those who say that to do what you are doing divides our country, and we end up developing people some of whom speak English, some of whom speak Spanish. How do you respond to that?

Ms. Santiago. Hispanics were ghettoized in the South Bronx, not by design on the part of Hispanics. But let me say that as institutions, we have a commitment to multiculturalism. One of our major

goals is to implement a two-way bilingual model, that is, by demonstrating and sharing throughout the city the high standing of our academic programs. Today, we are attracting students from all over the city, and we hope to have English monolingual students at Hostos learning Spanish as well. We have, for instance, a new police cadet program which is bilingual, and a paralegal program that is bilingual, and we view the way of achieving the opportunity to have more diversity on our campus is through the high academic standing of our programs.

Second, Senator, I am very proud to report that we are also the most diverse institution with regard to our faculty. I was on the faculty of Columbia for 9 years, and I remember how committees would meet for 2 or 3 years to look for a Hispanic or a black. At Hostos Community College, 30 percent of our faculty is white; 30 percent is black; and 30 percent is Hispanic. And they are representative across all the fields, from arts and the humanities to the sciences. It can be done anywhere in this country if you are committed to it.

Senator SIMON. Well, we thank you for your leadership.

Dr. Thomas—and incidentally, I spent two of my college years at Dana College in Blair, NB.

Ms. Thomas. Yes, that is very close to the Omaha Reservation.

Senator SIMON. And I love the tribute they have to Black Elk at the college. I do not know if you have seen it or not.

The Tribally Controlled Community College Act has been much more successful than a lot of people have predicted, but we heard the GAO testify here that we did not include Native Americans because the numbers were so small. Have we had a significant increase in those who not only graduate from the tribally controlled colleges, but who are going on to other schools after their 2 years?

Ms. Thomas. The percentage of Indian students transferring out from our tribally controlled community colleges to other institutions is an increasing rate, and we feel that the tribal colleges are responsible for increasing that percentage.

Senator SIMON. And do we have any kind of statistics on that at all?

Ms. Thomas. I believe we do have those statistics. I do not have them with me.

Senator SIMON. If you could submit those for the record, I think that is important.

Ms. Thomas. Yes, Senator.

Senator SIMON. And your point about the adequacy of support is very important, because they really are dependent on the Federal Government for support.

Ms. Thomas. I thank you, Senator, for understanding that.

Senator SIMON. And obviously, again, the point that was made by Dr. Santiago—if you make an entitlement of the Pell grant and increase that, it would be of great help to your schools and your students, wouldn't it?

Ms. Thomas. Yes, it would be, Senator.

Senator SIMON. Dr. Wilson, you mentioned something that was mentioned by Dr. Reginald Wilson earlier, and that is the criminal justice system and what we are doing there. We are—and I say this as one of four who voted against the crime bill that passed here

in the Senate recently—we are on a kick that if we just put more people in prison, and we execute more people, we are going to get rid of the crime rate in this country. The reality is that we are wasting talent; we have 510 per 100,000 in our prisons, far more than nay other country. South Africa is second, at 311; Venezuela is third, at 157; Canada has 109; Netherlands, 40.

One of the things that we really ought to be looking at is our allocation of resources. California—and I am not picking on California; I could pick on virtually any State—but California is going to spend over $10 billion additionally on prisons in the next few years. If they were to cut that in half and spend half of that on prisons, or even better, have a program for the nonviolent prisoners and take them out of prison, but if they cut that in half, and spent $5 billion there and $5 billion on education, they would be doing a lot more to cut back on the crime problem. Eighty-two percent of those in prisons today are high school dropouts.

You mentioned that you have three computer science students who are going on to get their Ph.D.s. Now, how did you identify them, how did you encourage them, and what do we do? Dr. Richardson mentioned that there has been no African American computer science Ph.D. in the last 5 years.

Mr. WILSON. What we did was 9 year ago, we got our governor to give us some money—and I had to match it—to start a national institute for minorities in science. We have 100 students right now that we keep in the program. Ninety-five percent graduate in 4 years. They are at MIT, they are at Harvard, once they finish. And they are in great demand is what I am trying to tell you. When they graduate, they do not go to work; they go to work on Ph.D.s, they skip the master's and go right to the Ph.D. And they are being subsidized by these universities, the best in the country.

My point is that if we can produce those kinds of kids at the undergraduate level, our argument is we can produce them on a Ph.D. level. And I do not mean just Norfolk State—I mean the schools that are capable—we are not putting our resources to produce those individuals that our country is going to need, and we see ourselves as being able to do that.

Now, if I might, I want to go back for a second to the other problem, because we have institutes of all kinds in our country to study politics, to study environment, and all of that is important, but what we are not doing is really studying and getting objective data on why we are having these problems that we are having in our country. And what we are saying is that we have an institute, and we have to study these kids from birth right straight through. We are in a neighborhood—and there are other urban schools like ours—we are in a neighborhood where there are 40,000 people 5 miles from our university who live in Government-subsidized housing. All the problems that you read about in the country are there. We are working with them, but what we want to do is come up with the data, come up with the information that we can share with communities throughout the country.

So that what we are asking for is investment in this kind of research for those schools that can do it, and I can tell you it is going to take a generation; it will take 12, 13 years—but can you imagine what we are going to do in 13 years in building these prisons that

you are talking about? And there is no return. We spend more per prisoner than we do on our college students. Something is wrong with that, Senator. Something is dreadfully wrong with that. And unless we get together and say let us try doing this research; let us give these urban universities that want to do it some money to study these kids and come up with the specifics and report it to you and say here is how it has got to be done, and we can save these $50 billion or $100 billion.

Senator SIMON. I could not agree with you more. Again, in regard to the prison situation, many of those we are now subsidizing at $20,000 or so a year could be in your school.

Mr. WILSON. Exactly.

Senator SIMON. They are people, particularly young people, of talent—most of them are young people—and it is just a very, very costly thing.

Mr. WILSON. Could I give you one more example? Nathan McCall, who has worked with the Washington Post, and he has one of the bestsellers out right now—we were adventurous 15 years ago. He got out of prison, and we took him in our college. He went into journalism, and the rest is history in terms of the positiveness. Now, that was after he got in trouble. Can you imagine what could be done with kids before they get into difficulty? We can solve our problems. If we can go to the moon, and if we can do these other things, we can put together a program to stop these killings, where everybody is afraid in our communities and all that.

I know I am on a soapbox, but this is an opportunity for higher education to do the research for you.

Senator SIMON. It is a good soapbox.

One of the criticisms that sometimes has been made of Historically Black Colleges is that you are doing the very thing that we say we are trying to get away from, that you are segregating and so forth. In fact, most of the Historically Black Colleges today have diversity.

If I may ask both Dr. Wilson and Dr. Richardson, what percent——

Mr. WILSON. We are the most integrated university in Virginia. Seventeen percent of our students are white.

Senator SIMON. OK. Dr. Richardson, what would your percentage be?

Mr. RICHARDSON. I think overall, our percentage is less than 5 percent, but I think that is the essence of what our Historically Black Colleges are saying now—if you give us the resources to develop the quality programs with quality facilities that then recruit quality faculty, we can be attractive to all students, regardless of their race, creed, or color.

And I think that is all we are asking for when we talk about desegregation of higher education; we are talking about creating parity between our Historically Black Universities and our mainstream institutions so that we can become attractive to a wide range of students.

I want to just put in two bullets here, Senator, that I missed because I misread the timer up there. One is that I think there are some positive things being done by the various associations that impact on this whole issue of minorities in higher education, par-

ticularly graduate education, one of which is the effort that is now under way with the American Association of State Colleges and Universities that I refer to in my testimony, and it is a program called the AASCU Sallie Mae program through which we have a majority, or a great number, of institutions coming together to focus on the whole issue of retention of minorities, and what are some of the model programs, what are some of the most effective strategies that can be employed to ensure that our students are retained and move through to graduation.

And the second one is a joint effort between AASCU, NASULGC, funded by the General Electric Foundation, called the National Minority Feeder Program, where our Historically Black Universities can team up with doctoral-granting and research universities to identify minority students who can then go on to those doctoral-granting institutions for graduate education.

So there are two very successful programs that are under way and are done by some of our professional associations.

Senator SIMON. Let me mention that a lot of these things are interrelated, obviously. Dr. Wilson, for example, you mentioned teenage pregnancy; and Dr. Mitchem mentioned the poverty problem. If you look at who is involved, whether boys or girls, in teenage pregnancy and the percentage of those who go on to college, it is just really miserable. But if you tie in teenage pregnancy also with poverty, these things all mesh. If you can lift people out of poverty, you start changing the whole picture on many of these issues.

Dr. Richardson, what should we be doing more to encourage at the graduate level? You touched on that, and Dr. Wilson touched on it. We have some programs now, and I have been pleased to have been a sponsor of some of them. And I am pleased we have the programs we do, but I cannot say we are clicking like we ought to. Now, part of it is the pipeline problem that we have talked about, but I think it is too easy just to say it is the pipeline problem. If you can get those three computer science people at your school to go on and get Ph.D.s, somehow, we can do better than we are now doing.

What is the answer?

Mr. RICHARDSON. I think there are several issues. I do not think it is as simple as saying one or two things, but I think there are some factors here that we can speak to very well from our Historically Black College standpoint in particular and then to generalize that to the general higher education community.

I think one is granting access. I think too often we have in our minds that you must have precisely this kind of academic profile in order to succeed in graduate education. I think we may need to take a look at that to see if in fact there are other factors that can give rise to success in graduate education. Obviously, that is what has happened with our Historically Black Colleges and Universities. Many of those who come to us that would not gain admission to our mainstream institutions, given the right environment and supportive services, are in fact the persons who are now going on to the MITs and the Harvards and so on.

Senator SIMON. And the example of the young woman that Arnold Mitchem mentioned who is going on to MIT—she would not fit that happy profile of people.

Mr. RICHARDSON. Absolutely. That is a good example. And I will say that Morgan State University has a very successful engineering school; many of those students would not be granted admission at the undergraduate level in engineering, but Morgan has greater than the national average of students who go on to get their masters and their doctorates from that school.

The second part I think is very, very important for this committee and the Congress, and that is financial aid and financial assistance. I believe you heard this morning from Ms. Blanchette of GAO and from others the importance of financial aid. If in fact we have moved from much of the direct student aid to loans, then that has had a negative impact on minorities in graduate education.

Second, many of the dollars that are now going to persons in graduate education are in the form of federally subsidized research assistance. We have got to make sure that the right proportions of those moneys are devoted to minorities in graduate education.

And third, I do think we have got to make sure that we use all of our institutions when it comes to graduate education. Historically, we have not relied significantly on our Historically Black Colleges and Universities, as Harrison Wilson has said. We have now got to say that regardless of what our tradition and our history has been, we need to develop this talent, and those institutions have done an exceedingly good job at the undergraduate level and have great potential for impacting graduate education as well.

So we need to get the Federal resources going there. Whether they be in the form of the Patricia Roberts Harris fellowships, whether they are in HIH fellowships, whether they are National Science Foundation fellowships, or whether they are included in the grants that come to our institutions, we have got to make sure that the Historically Black Colleges get a larger share of that.

Senator SIMON. If I may give an assignment to two college presidents here, I think that if you can come up with some suggestions and be as specific as possible, because if we are going to enact anything here, we have to deal in specifics, if I may give that assignment to the two of you.

Mr. WILSON. Yes, sir.

Senator SIMON. And you were trying to get a word in here, Dr. Wilson.

Mr. WILSON. I just wanted to say a last word. Senator, you are known internationally for your feelings and your attitude about higher education and about people in this country. If there were some way we could get this institute started to study—and do not send it to Harvard; they are not interested in this—where you have an urban school to develop this institute, to look at and solve the problems of inner cities, the violence and all the other problems, that could give data to the Federal Government and data to other cities and States, feed it out to them, I think that would be something that would remind people of you for the next 100 years.

Senator SIMON. Again, you give me a more specific proposal, and I will be pleased to work with you.

Mr. WILSON. I will bring it to you.

Senator SIMON. Dr. Richardson.

Mr. RICHARDSON. Yes. One of the problems with college presidents is they have a tendency to talk about everyday things, and one that is related directly to the issue that you just put on the table of things we can do, one of the first things that comes to mind is broadening the number of institutions and increasing the number of dollars that are included in section 326(b) of Title III. That is related to graduate education at our Historically Black Colleges, and it is absolutely crucial and significant.

Senator SIMON. Ms. Santiago.

Ms. Santiago. Senator, I would agree, but for Hispanics, I would add that you will remember that for a large majority of our college graduates, they are the first in the family ever to graduate from college. They graduate with these incredible loans and incredibly heavy economic burdens. They also graduate with their extended families, that is, with the burden of helping younger sisters and brothers to go to college.

As you know, I was on the graduate faculty of Teachers College of Columbia University for 8 years, and as a matter of fact, to show how thick my skin is and why I am insisting on adding this, I was the first Hispanic in its 200-year history to earn tenure at that graduate school. During my short time there, we were able to increase and in fact, had the largest number of Ph.D. graduates in the region out of Teachers College, and that was because we were able to put into place teaching assistantships, research assistantships. Too often, because of linguistic barriers, Hispanics are not given access to research and teaching internships. There is incredible discrimination there, and there are many other factors that affect graduate-level instruction for Hispanics.

Senator SIMON. Dr. Mitchem, I have known you for quite a few years, and I have never before heard you mention that while you went through college you did not have a single African American or Hispanic teacher. That is an insight into what many, many people face.

You have stressed early intervention, and you have been spending your life, as long as I have known you, on that.

Mr. MITCHEM. That is right.

Senator SIMON. Hypothetically, what should we be doing—if we were to double, triple, quadruple the funds, what percentage are we reaching right now in terms of intervention that we potentially could be reaching?

Mr. MITCHEM. Right now, we are just scratching the surface. We are really only touching, Senator, about 5 percent. But if I could just make a statement—I am really impressed by my colleagues and all of their concerns and things that they said—first of all, I want to say that I agree with Dr. Richardson. There really are no short-term solutions to these very complex problems.

I would like to stress that we really need to continue Federal authority and Federal resources. I would also like to again point out that what struck me as I listened to my colleagues was that it is important that we continue to focus on low income. If we think of the populations we are discussing right now, they are disproportionately poor. As we think about the TRIO programs, we have to recognize that 42 percent of the people being served are white; 35

percent are African American; 15 percent are Hispanic; 4 percent are Native American; 4 percent are Asian.

As I listened to Dr. Thomas, I was struck by the fact that in the State of Montana, which has the highest concentration of tribally controlled colleges—I believe there are seven there—of those seven colleges, six of them have student support services problems, which gets at the issue that Dr. Wilson and others have raised here of retention and how important that is.

And in fact, in terms of products, as we think about retention and so on, we now have a congressman, Congressman Albert Wynn from Maryland, who was a product of the Student Support Services program at the University of Pittsburgh. So they are indeed important.

Finally, I would say that there is no magic, but I think what we need to do with the limited resources we have in all of the colleges, the black ones, the white ones, the Hispanic ones, the Native American ones, that we have to give low-income students the kinds of things that we all gave our children, and that is more attention, more encouragement, more information. We are putting them in middle-class milieus where there is a Native American college in Browning, MT, or in Norfolk, VA, or in El Paso, or wherever.

I agree with everyone that financial aid is essential, but it is not sufficient. I can think of a program in the Midwest—and I can talk to Bob about it later—that is getting ready to celebrate its 25th anniversary that has the highest retention of any subset within that college—it is a rigorous, traditional school—because they have combined financial aid and supportive services. They target low-income people, and it works.

Senator SIMON. I thank you.

Let me just also note the presence of William "Buddy" Blakey, who contributed a great deal over the years to this whole field.

I would like to go on questioning you; unfortunately, I have another meeting that is being held up until I get there.

I thank all of you very, very much for your testimony and your contributions here today.

My colleague from Illinois, Senator Moseley-Braun has submitted a statement for the record, and I am expecting testimony from the United Negro College Fund, so the record will remain open.

[Additional statements and material submitted for the record follows:]

Robert H. Atwell

President

American Council on Education

Mr. Chairman, I am Robert Atwell, president of the American Council on Education. I appreciate the opportunity to testify today on the important topic of minorities in higher education. I should note that in addition to speaking on behalf of ACE, my testimony has been endorsed by the other higher education associations listed separately at the end.

Senator Simon, the higher education community is grateful that you have sponsored this hearing, though its import is such that I wish you had been able to compel mandatory attendance by all members of Congress.

For 12 years now, ACE has been issuing an annual *Status Report on Minorities in Higher Education*. The purpose of that study is, in part, to enable us to chart more systematically the progress of students of color into and through college, thereby securing a place for themselves in the social and economic mainstream of the country.

Six years ago, ACE launched its Minority Initiative by issuing a report entitled *One-Third of a Nation*. The report was prepared by a national commission assembled by ACE and the Education Commission of the States that included then-Governor Bill Clinton, with former Presidents Ford and Carter as honorary co-chairs. The commission undertook a broad examination of minority participation in education and American life. Citing the rapidly changing racial and ethnic composition of the United States, *One-Third of a Nation* called for resources to be marshalled to eliminate stark disparities in both elementary/secondary and higher education. Our report expressed the hope that "in 20 years, a similar examination will reveal that America's minority population has attained a quality of life as high as that of the white majority."

However, it is with great discouragement and no small amount of anger that I must tell you that six years after *One-Third of a Nation*, and six annual status reports later, we have moved no closer to accomplishing this goal.

One could point to many reasons for this failure, Mr. Chairman. Certainly, colleges and universities bear some of the responsibility, but I can attest that our institutions of higher learning have come a long way in the past six years in their efforts to recruit, retain, and graduate minority students.

The condition of the economy and its devastating impact on state budgets and the personal circumstances of many students and their families also can be cited, as well as continuing problems in many of our urban and rural school systems.

Those problems are long term and not susceptible to easy, quick solutions. But if I had to identify one place where action could and should have been taken -- but wasn't -- to increase educational equity and minority access, I would point to the building across the street: the United States Capitol.

I don't say that lightly, Mr. Chairman, because I know of your commitment and the commitment of many other members of Congress to these laudable goals.

Nonetheless, Congress now suffers from an educational credibility gap between the content of its rhetoric and the quality of its results.

Almost two years ago, President Bush and members of Congress were busily patting themselves and each other on the back over passage of the 1992 amendments to the Higher Education Act. Foremost among the provisions of that legislation was a commitment to increase dramatically the maximum Pell Grant award, which had lost a significant portion of its value over the previous 10 years. Of all the things Congress could do to enhance access and equity in higher

education, increasing the maximum Pell Grant would be the single most effective step. Thus, that promise raised the hopes of millions of disadvantaged students that the road to college for them would be cleared – a promise and a hope that both turned out to be false.

If Congress were subject to truth in advertising laws, Mr. Chairman, this body would be guilty of bait-and-switch tactics. Economically disadvantaged students who were promised a bigger Pell Grant are now being told to take out bigger loans, thereby encouraging greater debt loads among those who are educationally most at risk. If we were to go by the letter of the Higher Education Act, the maximum Pell award for academic year 1995-96, which Congress is deciding right now, would be $4,100. Instead, the administration has proposed a paltry $100 increase to bring the maximum Pell back up to $2,400, where it was two years ago. The higher education community is struggling to convince Congress to raise it to $2,500. Therefore, Congress's educational credibility gap has a specific dollar value: $1,800, the difference between the current Pell maximum and the authorized level for next year.

In fairness, Mr. Chairman, members of this committee cannot be held entirely responsible for this situation. Federal student aid policy now is effectively being set by the appropriations committees in the House and Senate, not by the Committee on Labor and Human Resources or its House counterpart. But the entire Congress bears responsibility for the outcome, which has shattered the aspirations of millions of students to the long-term detriment of our national interest.

Against that background, Mr. Chairman, let me outline some of the major findings from our most recent *Status Report* and other factors that pertain to minority advancement in higher education.

Changing Demographics

Between 1980 and 1992, the minority population of the United States increased by 40 percent, compared with a 6 percent growth rate in the majority population. During this same period, the number of white youths ages 18 to 24 declined by nearly 20 percent. Together, ethnic and racial minorities accounted for 65 percent of the 28 million people added to the U.S. population during that 12-year period.

Today, 24 percent of the population and 32 percent of children under age 18 are either African American, Hispanic, Asian American, or Native Americans. By 2035, over half of all children will be members of these racial and ethnic groups. These demographic changes not only affect the racial and ethnic composition of the current school-age population, but also represent the pipeline for the future of higher education and for the work force.

Unfortunately, this fast-growing segment of our population also is projected to be among its poorest. Recent Census Bureau quartile data on family income show that white youths ages 18 to 24 are distributed relatively evenly across all four income quartiles. However, Asian-American and Native American youths are about three times more likely than whites to be in the bottom quartile. The likelihood is even greater for Hispanic youths, who are six times more likely, and African-American youths, who are 12 times more likely to be among the nation's poor.

The following factors signal continued difficulties with respect to greater participation of minority youths in higher education:

- More African Americans, Hispanics, and Native Americans are below the poverty line than in 1980.

- The Hispanic unemployment rate continues to be about 50 percent higher than the rate for whites, while the percentage of African Americans unemployed is about two and one-half times as high.

- The high school graduation rate of 18- to 24-year-old Hispanics remains alarmingly low, averaging between 50 and 55 percent.

- Similarly, only about 65 percent of Native American adults ages 25 and older are high school graduates, compared with 75 percent of the overall U.S. population.

- And although African-American youth made considerable progress in improving their high school completion rates during the 1970s and early 1980s, that rate plateaued in the late 1980s and has dropped by 2 percentage points since 1990.

College Participation Rates

Despite some progress over the past five to six years, Hispanic, African-American and Native American youths still are much less likely than whites to enroll in college and are underrepresented in higher education in relation to their respective shares of the U.S. population as a whole. In 1992, only 33.8 percent of African-American and 37.1 percent of Hispanic high school graduates ages 18 to 24 were participating in higher education, compared with 42.2 percent of whites. With the exception of the rates for African-American males, the percentage of 18- to 24-year-olds enrolled in college has inched upward since the mid-1980s. However, for Hispanics and African Americans, these gains represent only a recouping of losses they experienced during the late 1970s and early 1980s. They remain much less likely to attend college than white youths.

Among whites, women are only slightly more likely than men to enter college. But for Hispanics and African Americans, women currently participate in college at substantially higher rates and in much larger numbers than their male counterparts. Only 29.7 percent of African-American male high school graduates attend college, compared with 37.5 percent of African-American women. Much of this difference can be attributed to the fact that the college participation rate of college-age black males declined by nearly 5 percentage points between 1990 and 1992. Gender disparity also is prevalent among Latinos and Latinas, with 39.4 percent of all Hispanic female high school graduates enrolled in college, compared with 34.3 percent of Hispanic men.

College Enrollments

While the percentage of persons of color taking part in higher education remains comparatively low, the actual number who enroll continues to increase because of their growth in the U.S. population. Nationally, students of color made enrollment gains during the 1980s and early 1990s.

Overall enrollments among students of color increased by 53.6 percent between 1982 and 1992, with about half of the growth occurring during the past five years. This pattern has continued into the 1990s, with growth of 7.1 percent between 1991 and 1992 and growth of 16 percent since 1990. Asian Americans and Hispanics experienced substantial enrollment increases throughout the 1980s and early 1990s. Asian Americans nearly doubled their enrollments, while the gain for Hispanics was 83.8 percent. Native Americans achieved a 35.2 percent enrollment increase during this period. Although African Americans experienced less progress, they netted a 26.5 percent increase due to an enrollment upswing in the late 1980s that ended a five-year period of decline.

Recently, however, state legislatures have forced many public institutions to raise tuitions in response to state budget cuts. This trend, combined with the

reduction in the maximum Pell Grant and a change in the Pell Grant formula during reauthorization that eliminated more than one million single independent students from program eligibility, means that these enrollment gains may evaporate swiftly.

College Persistence and Graduation Rates

As the number of minority students enrolled in college has risen, the number of undergraduate degrees awarded to minorities also has increased, although to a lesser extent. However, with the exception of Asian Americans, degree attainment by minority students is diminished by their lower college retention rates. African-American, Hispanic, and Native American students withdraw from college at higher rates and therefore attain baccalaureate degrees at appreciably lower rates than their white and Asian-American peers. Only 30 percent of all American Indians, 32 percent of African Americans, and 41 percent of Hispanics who enter four-year institutions, on a full-time basis, attain a baccalaureate degree within six years. This compares with approximately 55 percent of all students. All students, but especially students of color, will be harmed by the new regulatory limitation on Title IV eligibility to 150 percent of an academic program.

Women of all racial and ethnic groups are more likely to complete college than are their male counterparts. For example, 29 percent of African-American men, compared with 35 percent of their female peers, receive a bachelor's degree within six years. Similarly, 43 percent of Latinas who enter four-year colleges on a full-time basis, compared with 39 percent of Latinos, complete within six years.

Although students' persistence and completion rates vary for myriad reasons, research has shown that when you control for differences in academic preparation and socioeconomic status, minority students' retention rates equal those of white students. Efforts to reduce college attrition must begin at the precollegiate level with a dramatic improvement in the academic preparation and educational opportunities offered to low-income and minority youths. However, it is unconscionable and improvident to permit the Darwinian federal funding choices now being made between K-12 and higher education.

Any authentic effort to improve persistence rates must start by securing a meaningful increase in federal grant assistance for low- and moderate-income students. Financial difficulty is the single reason cited most frequently by students for withdrawing from college, and whether financial aid is provided through grants or through loans matters a great deal. Research shows that minority students who received financial aid were more likely to earn a four-year college degree than those who did not. Studies also demonstrate that grants, scholarships, and grant/loan combinations have a greater positive effect on minority persistence and degree completion than loans by themselves.

Current funding trends for federal student financial assistance reflect an irresponsible and short-sighted public policy shift away from equal educational opportunity and toward debt financing. Pell Grants, once the cornerstone for providing access to college, have declined in value as a percentage of college costs from a high of 46 percent in 1979 to only 21 percent at present. The maximum grant actually was rolled back in 1993 to its 1989 level of $2,300. Supplemental Educational Opportunity Grants, an increasingly important means to fill the gap created by the Pell Grant decline, have experienced relatively flat funding and a greater number of claimants for the dollars available.

State Student Incentive Grants and low-interest Perkins loan capital are on life support, having the distinction of being marked for elimination by the vice president's National Performance Review and zeroed-out in the administration's budget request. The TRIO programs have managed to stay abreast with inflation, but not with the demand for student support services. Meanwhile, average student

debt tripled between 1980 and 1990. That jump understates the magnitude of what is just beginning to unfold: many of our campuses report a doubling of loan volume this year over amounts borrowed last year.

While financial aid makes it possible for low- and moderate-income minority students to persist in college, we cannot afford to wait for a reversal of fortune. Our institutions recognize their responsibility to develop coherent student retention strategies that tie together recruitment, admission, financial aid, academic advising, and student support services as part of a campus-wide effort.

An increasing number of institutions are taking steps to improve their retention rates. Many are beginning to realize that commitment to student outcomes requires a shift in the philosophy of the institution to establish an open, welcome, and supportive environment -- one that promotes student success. Through this process, they are discovering that such an environment is not in conflict with their commitment to expecting the highest academic quality from their students.

For example, in your own state, Mr. Chairman, the Chicago State University model for student success addresses students' needs at three stages of their educational careers. At the precollege level, students are guaranteed success through activities designed to keep them in school as well as prepare them for college. This entails an extensive early outreach program that touches 25,000 students in 90 elementary and secondary schools. At the university level, students are guaranteed success through quality educational programs and appropriate safety nets. And at graduation, the potential for success in careers and graduate study is guaranteed through activities provided by the Career Development Center and the Graduate Studies Office.

This is not the only model that has proven successful. Throughout the nation, committed colleges are working hard to improve educational opportunity and retention. This year's *Status Report* offers case studies of other such programs.

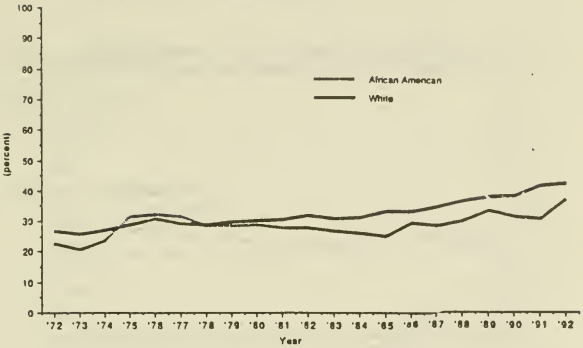
In spite of these promising efforts, our colleges just are not able to compensate for the federal government's massive withdrawal from its commitment to educational opportunity. As an unvarnished optimist, I would like nothing better than to conclude this statement on a positive note. Regrettably, I am not able to do so, for I have no confidence, and see no evidence, that federal funds will be redirected to this purpose. The current emphasis on micro-management, statistical standards, increased oversight, excessive regulation, and SPRE reviews simply will not provide a single low-income or minority student the wherewithal to acquire a college education.

And so, as we near the close of the 20th century and the racial and ethnic composition of this nation becomes increasingly diverse, equality of higher education opportunity is in very deep trouble. For many minority youth from low- to moderate-income families, the likelihood of completing a college or university degree has become even more remote than it was 20 years ago. Lacking adequate federal financial assistance, "ability to pay" continues to be a major stumbling block to college admission and completion.

This testimony has been endorsed by the following associations:

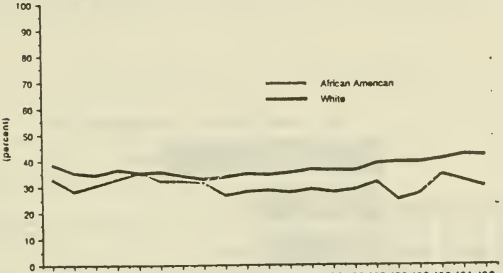
American Association of Community Colleges
American Association of State Colleges and Universities
Association of American Universities
Association of Governing Boards of Universities and Colleges
Council of Independent Colleges
Hispanic Association of Colleges and Universities
National Association for Equal Opportunity in Higher Education
National Association of College and University Business Officers
National Association of Independent Colleges and Universities
National Association of Student Financial Aid Administrators
National Association of State Universities and Land-Grant Colleges
United Negro College Fund

Enrolled-in-College Rates for 18-to 24-Year-Old White and African American Female High School Graduates, 1972 to 1992



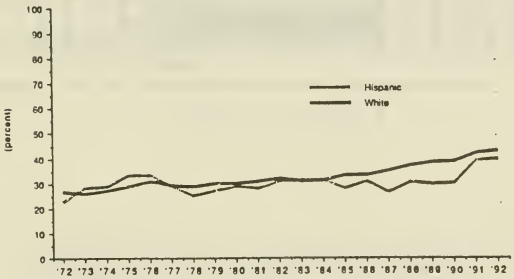
Source: U.S. Department of Commerce Bureau of the Census Current Population Reports School Enrollment Social and Economic Characteristics of Students: October 1993, Series P-20 No. 474

Enrolled-in-College Rates for 18 to 24-Year-Old White and African American Male High School Graduates, 1972 to 1992

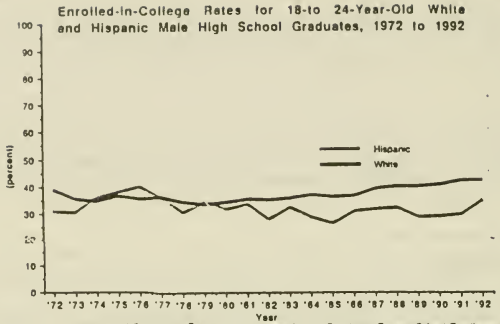


Source: U.S. Department of Commerce Bureau of the Census, Current Population Reports School Enrollment-Social and Economic Characteristics of Students: October 1993 Series P-20 No. 474

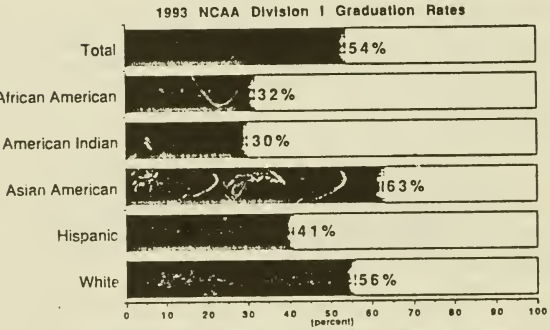
Enrolled-in-College Rates for 18-to 24-Year-Old White and Hispanic Female High School Graduates, 1972 to 1992



Source: U.S. Department of Commerce Bureau of the Census Population Reports, School Enrollment-Social and Economic Characteristics: October 1993 Series P-20. No. 474


Enrolled-in-College Rates for 18-to 24-Year-Old White and Hispanic Male High School Graduates, 1972 to 1992
(percent)
Hispanic
White
'72 '73 '74 '75 '76 '77 '78 '79 '80 '81 '82 '83 '84 '85 '86 '87 '88 '89 '90 '91 '92
Year

Source: U.S. Department of Commerce, Bureau of the Census Current Population Reports School Enrollment-Social and Economic Characteristics of Students: October 1993, Series P-20, No. 474



The National Collegiate Athletic Association, 1993 NCAA Division I Graduation Rates Report, 1993.

Baccalaureate Completion Rates by Race/Ethnicity

	Total	African American	Hispanic	Asian American	Native American	White
1980 HIGH SCHOOL AND BEYOND STUDY[a]			(percent)			
[illegible]	53	33	—	56	31	55
SURVEY ON RETENTION AT HIGHER EDUCATION INSTITUTIONS[b]						
[illegible]	39	—	—	—	—	—
[illegible]	37	—	—	—	—	—
[illegible]	47	—	—	—	—	—
[illegible]	35	—	—	—	—	—
[illegible]	56	—	—	—	—	—
1993 NCAA DIVISION I GRADUATION RATES[c]						
[illegible]	57	32	50	63	41	58
[illegible]	52	29	38	61	38	55
[illegible]	63	35	61	65	43	58
[illegible]	59	35	37	59	38	53
[illegible]	48	36	35	57	36	51
[illegible]	69	35	39	62	38	55
[illegible]	68	51	49	76	64	75
[illegible]	67	46	49	75	62	76
[illegible]	69	51	48	79	66	75

Sources: Carol Dennis Cutright, [illegible] Digest of Education Statistics 1993 (High School Graduates), Report No. 93-292 (Washington, DC: Office of Educational Research and Improvement, January, 1993); Tim Hodgens, Factors and Trends Affecting Graduation Rates Among 1980 U.S. Department of Education, Planning and Evaluation Service, Survey on Retention at Higher [illegible] (Washington, DC: July 14, 1991).

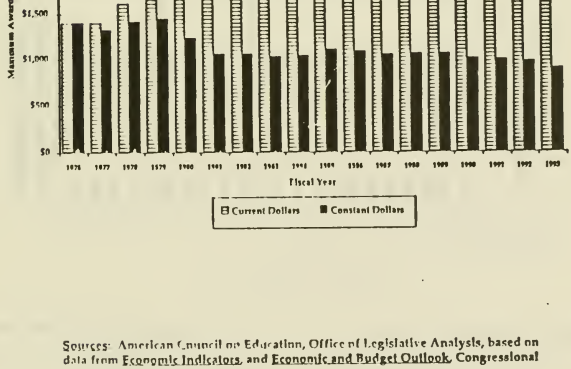
[illegible]

[a] [illegible] 1980 [illegible] 1986.

[b] [illegible] 1984 [illegible] 1988.

[c] [illegible] 1984 [illegible] 1985-86 [illegible] 1990-91.

Comparison of the Increase in the Pell Grant Maximum in Nominal Dollars and Decrease in Constant Dollars FY 76-93



Sources: American Council on Education, Office of Legislative Analysis, based on data from Economic Indicators, and Economic and Budget Outlook, Congressional Budget Office, 1994.

FUNDING HISTORY OF THE PELL GRANT PROGRAM

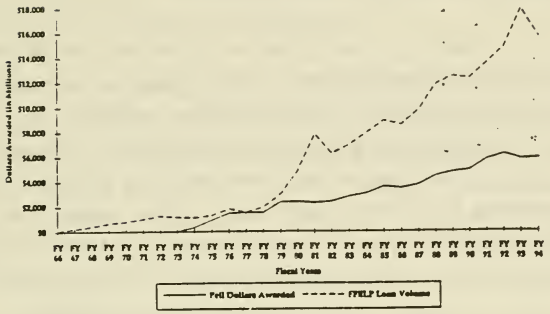
FISCAL YEAR	Appropriation (in millions)	Expenditures (in millions)	Number of Recipients	Average Award	Maximum Award	Average College Cost	Maximum as % of Cost
1973	$122.1	$47.6	176,000	$270	$452	$2,568	18%
1974	$475.0	$358.4	567,000	$628	$1,050	$2,717	39%
1975	$840.2	$926.0	1,217,000	$761	$1,400	$2,896	48%
1976	$1,325.8	$1,475.4	1,944,000	$759	$1,400	$3,192	44%
1977	$1,903.9	$1,524.3	2,011,000	$758	$1,400	$3,420	41%
1978	$2,140.0	$1,540.9	1,893,000	$814	$1,600	$3,647	44%
1979	$2,431.0	$2,357.2	2,537,875	$929	$1,800	$3,929	46%
1980	$2,157.0	$2,387.1	2,707,932	$882	$1,750	$4,331	40%
1981	$2,604.0	$2,299.7	2,709,076	$849	$1,670	$4,830	35%
1982	$2,419.0	$2,420.5	2,522,746	$959	$1,800	$5,307	34%
1983	$2,419.0	$2,797.1	2,758,906	$1,014	$1,800	$5,697	32%
1984	$2,800.0	$3,053.0	2,747,100	$1,111	$1,900	$6,192	31%
1985	$3,862.0	$3,597.4	2,813,489	$1,279	$2,100	$6,604	32%
1986	$3,579.7	$3,460.0	2,659,507	$1,301	$2,100	$7,026	30%
1987	$4,107.0	$3,754.3	2,881,547	$1,303	$2,100	$7,425	28%
1988	$4,260.4	$4,475.7	3,198,286	$1,399	$2,200	$7,899	28%
1989	$4,483.9	$4,777.8	3,322,151	$1,438	$2,300	$8,297	28%
1990	$4,804.5	$4,935.2	3,404,810	$1,449	$2,300	$8,741	26%
1991	$5,374.2	$5,792.7	3,786,230	$1,530	$2,400	$9,304	26%
1992	$5,499.7	$6,200.0	4,000,000	$1,550	$2,400	$9,840	24%
1993	$5,787.6	$5,782.0	3,808,000	$1,518	$2,300	$10,380	22%
1994	$6,303.6	$5,896.0	3,952,000	$1,492	$2,300	$10,962	21%

NOTES: Data on expenditures, recipients,and average award for FY 1993 and 1994 are Department of Education estimates.

Compiled by American Council on Education, Division of Governmental Relations.

FFELP and Pell Grant Dollars

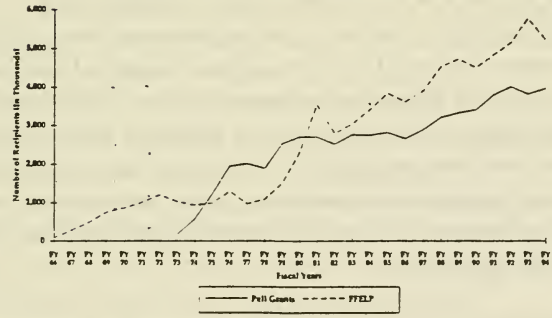
NOTES: Federal Family Educational Loan Program includes FISL (FY 68-84), Stafford (FY 66-94), SLS and PLUS (FY 81-94). Pell Grant program began in FY 73. FY 93 and 94 data are estimated.


$18,000
$16,000
$14,000
$12,000
$10,000
$8,000
$6,000
$4,000
$2,000
$0
Dollars Awarded (in Millions)
FY 66 FY 67 FY 68 FY 69 FY 70 FY 71 FY 72 FY 73 FY 74 FY 75 FY 76 FY 77 FY 78 FY 79 FY 80 FY 81 FY 82 FY 83 FY 84 FY 85 FY 86 FY 87 FY 88 FY 89 FY 90 FY 91 FY 92 FY 93 FY 94
Fiscal Years
Pell Dollars Awarded
FFELP Loan Volume

Sources: ACE/DGR based on data from Loan Programs Data Books, and Pell Grant End-of-Year Reports, U.S. Department of Education. 5/13/94

FFELP and Pell Grant Recipients

NOTES: Federal Family Educational Loan Program includes FISL (FY 68-84), Stafford (FY 66-94), SLS and PLUS (FY 81-94). Pell Grant program began in FY 73. FY 93 and 94 data are estimated.


6,000
5,000
4,000
3,000
2,000
1,000
0
Number of Recipients (in Thousands)
FY 66 FY 67 FY 68 FY 69 FY 70 FY 71 FY 72 FY 73 FY 74 FY 75 FY 76 FY 77 FY 78 FY 79 FY 80 FY 81 FY 82 FY 83 FY 84 FY 85 FY 86 FY 87 FY 88 FY 89 FY 90 FY 91 FY 92 FY 93 FY 94
Fiscal Years
Pell Grants
FFELP

Source: ACE/DGR based on data from Loan Programs Data Book and Pell Grant End-of-Year Reports, U.S. Department of Education. 5/13/94

Statement of Cornelia M. Blanchette
Associate Director, Education and Employment Issues
Health, Education, and Human Services Division

Mr. Chairman and Members of the Subcommittee:

We are pleased to be here today to discuss our ongoing work on the relationship between changes in student financial aid and low-income student persistence in pursuing higher education. As college tuition has risen dramatically over the past 15 years, grant aid to students has not kept pace, and loans account for an ever-increasing proportion of student aid. These trends have raised concerns that access to higher education is diminishing for low-income students. Being disproportionately represented among this group of students, minorities may be adversely affected despite the efforts that colleges make to recruit and retain them.

The policy goal of promoting access to higher education is inextricably related to facilitating student persistence. Initial enrollment increases among certain groups has limited value if those students never complete their educations. Our work focuses on persistence; specifically, how increases in different types of financial aid affect the willingness and ability of minority students to remain in college from semester to semester and eventually graduate. The results we are presenting today are based on our analysis of data from the High School and Beyond data set, a large, nationally representative sample of students who graduated from high school in 1980. The data set includes a wide range of variables describing the student and his or her family, as well as information on postsecondary schooling, costs, and financial aid. It also incorporates follow-up information for these students from 1982, 1984, and 1986.

In summary, our preliminary results indicate that supplying additional grant aid will generate higher graduation rates for some minorities; however, increasing loan aid will not. For example, on

average, providing an additional $1,000 grant in a given semester would lower the probability of an African-American or Hispanic student dropping out of school in that semester by about 7 and 8 percent, respectively; the same increase in loan aid would not influence their likelihood of dropping out.

The shift in federal funding from grants toward loans may initially save budget dollars but cost the economy in the long run. Both grants and loans reduce the current outlay required of the student and his or her family. However, because of principal and interest repayment, unlike grants, loans do not reduce the net cost of education to the student over time. While the federal cost of a grant exceeds that of a loan of an equivalent amount, grants may be more cost-effective if they better encourage students to finish their college education and, as a result, increase their earnings potential.

We specified a hazard regression model to analyze student persistence, estimating the probability of a specific event--in this case, dropping out of college--occurring over a period of time. We followed students from the time they first enrolled in college to the time they either graduated or dropped out. The probabilities that appear in the results relate to the probability of dropping out, and we estimated the effects of certain financial aid, student, and family variables on that probability. Our analysis was limited to those students who entered a 4-year college immediately after graduating from high school; we did not look at the initial decision to enroll. We analyzed data on whites, African-Americans, and Hispanics separately to determine whether the factors affecting persistence vary by group.[1] We focus our discussion here on the results for African-Americans and Hispanics, with occasional comparisons to the results for whites.

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[1]Because the numbers of Asian-Americans and Native Americans in the sample were not sufficiently large to generate reliable statistical results, we did not analyze data pertaining to these groups.

BACKGROUND

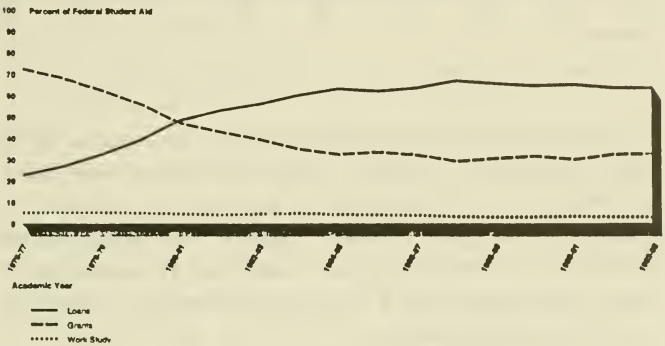
The promotion of equal educational opportunity--access to and choice among schools--is the most widely cited federal role in postsecondary education. Student aid programs constitute the federal government's chief tool for achieving this equity goal. In the past 15 years, direct federal student aid has increased by over 25 percent in real (inflation-adjusted) terms and currently exceeds $25 billion. Despite this extensive intervention, the percentage of minorities graduating college continues to lag behind that of whites. For example, in a nationwide sample of high school seniors graduating in 1980, 21 percent of whites, 10 percent of African-Americans, and 7 percent of Hispanics had earned bachelors degrees 6 years later. Other data show that among 25- to 29-year-olds, 25 percent of whites, compared with only 16 percent of minorities, had completed at least 4 years of college education in 1991.

Two recent phenomena have converged to place an increasing financial burden on students and their families. First, college tuitions increased greatly at both public and private schools during the 1980s. Between 1980 and 1990, the average cost of attendance at public and private colleges rose by 109 and 146 percent, respectively. These increases substantially surpassed the rise in the consumer price index (about 59 percent) and outpaced gains in the median family income (about 73 percent) during the same period. Second, federal student financial assistance has shifted from being mostly grants to mostly loans since the late 1970s. In fact, since 1985, loan aid has been about twice as much as grant aid each year (see fig. 1).[2] Of an estimated $25 billion

[2]The biggest decreases in grants have come in two specially directed programs, social security benefits and benefits for veterans, which together accounted for 45 percent of federal student aid in academic year 1977-78 and 4 percent in academic year 1992-93.

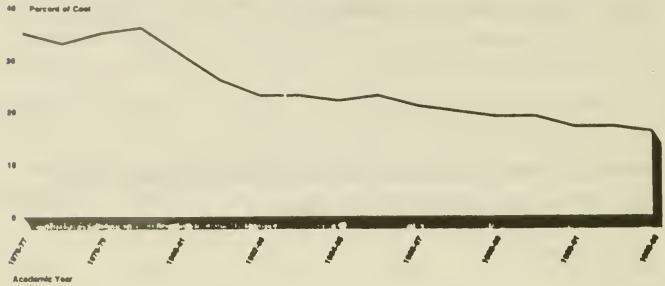
in federal student financial assistance in academic year 1992-93, $8 billion were grants and $16 billion loans. The remainder, less than $1 billion, was for work study.

Figure 1: Loans Now Make Up Greater Share of Federal Student Financial Aid Than in the Late 1970s



Pell grant awards, the basic federal grant program for low-income students, remained approximately level in constant dollars from 1980 to 1987, although in more recent years total awards have increased. Combined with tuition increases, the result has been an erosion in the ability of Pell grants to pay for tuition. In 1981, the maximum Pell grant covered 31 percent of the average cost at a private 4-year school, while coverage dropped to 16 percent in 1993 (see fig. 2).

Figure 2: Maximum Pell Grant Covers Decreasing Percent of Cost at an Average Private 4-Year College



Prior research has examined the effects of grants on the decision to enroll in college. Several studies have found that grant levels have no clear effect on enrollment for African-Americans or low-income students.[3] However, less research has been conducted on the question of persistence--that is, once students begin college, what factors influence their decision to remain in college until they graduate?

ADDITIONAL GRANTS INCREASE PERSISTENCE;
MORE LOANS HAVE NO EFFECT

Our work to date suggests that increasing grant aid is more effective than increasing loan aid in reducing a minority student's probability of dropping out. Our results predict lower dropout rates for African-American and Hispanic students who receive grant awards above the mean level, but dropout rates are not significantly affected by commensurate increases in loans. These estimates control for other factors, such as student ability and family background.

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[3]See Manski, Charles F., and David A. Wise, College Choice in America (Cambridge, MA: Harvard University Press, 1983), and Kane, Thomas J., "College Entry by Blacks Since 1970: The Role of College Costs, Family Background and the Returns to Education" (mimeo, Harvard University, 1992).

Additional Grants Are Effective in Increasing Persistence

Minority students receiving additional grants in a semester have a lower probability of dropping out in that semester. For example, for a given semester, an African-American student who receives a grant $1,000 greater than the average grant level has a 7-percent lower probability of dropping out than one receiving the average grant award.[4] Similarly, a Hispanic student has a 8-percent lower probability of dropping out in a semester if grant aid is increased by $1,000. These differences are both statistically significant.

The semester-by-semester effects are cumulative across the 4 or 5 years typically needed to obtain a college degree. For example, an African-American student receiving the average grant award has a 25.2-percent chance of dropping out within the first 3 years of college--that is, the student has only a 74.8-percent probability of still attending at the beginning of the fourth year. If the grant level is raised by $1,000 per semester over the first six semesters, he or she has about a 76.3-percent probability of still attending into the fourth year. This approximate 1.5-percentage-point increase would translate into about 5,500 additional African-American students from the 1992-93 entering class remaining in college into their fourth year, given the approximately 370,000 African-American students beginning college in that academic year.[5]

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[4]All dollar figures have been converted to 1993 dollars.

[5]These projections are based on certain assumptions about the student: The baseline assumptions are that the student is a male full-time student in a 4-year college, attended high school in a nonurban area in the south, had As and Bs for high school grades, came from a family with four members and family income of less than $12,000 per year, and had parents with less than a college-level education. The base-year test and the percent of high school class going on to college, as well as tuition, grants, and loans, were all held at mean values. The actual effect would be different as the results are evaluated for each specific category of student--for example, for men and women and for students from families of different sizes and income levels.

For Hispanics, the results are similar. At the average grant level, 66.6 percent of Hispanic students persist to begin their fourth year in college. Increasing grants $1,000 per semester for six semesters, raises the probability to 68.8 percent. Because about 240,000 Hispanic students entered college in 1992-93, these results would translate into about 5,400 additional Hispanic students from that year's entering class persisting into their fourth year.

Additional Loans Do Not Affect Persistence

Our results show that increasing loan aid does not significantly influence the probability of a minority student's dropping out. An African-American student receiving a $1,000 increase in loans above the mean level in a semester actually has a slightly higher probability of dropping out relative to one receiving the average loan amount. A Hispanic student has a lower probability of dropping out if loans are increased. However, neither difference is statistically significant. For whites, by comparison, additional loans do significantly reduce the dropout probability, but by a lesser amount than a grant increase of the same size.

Other Factors Contributing to Student Persistence

Student preparation for college and family background were other important predictors of dropout probability. Factors contributing to student persistence for all groups included

-- high test scores,
-- good high school grades, and
-- graduating from a high school that sent a high percentage of its graduates to college.

In addition, some family background factors significantly reduced dropout percentages. For example, Hispanic and white students from

families with income of over $67,000 were both more than 50 percent less likely to drop out in a given semester than those with family incomes under $12,000. For African-Americans, parents' education was significant: having at least one parent who graduated from college decreased the dropout probability by 34 percent.

OBSERVATIONS

The result that additional grants are more effective than additional loans in encouraging minority student persistence has intuitive appeal. It supports anecdotal evidence that students are increasingly worried about debt accumulation and do what they can to avoid extensive borrowing. This response potentially has a direct effect--reluctance to borrow to cover tuition costs--or an indirect effect--working excessive hours during the school year and being unable to complete academic work--and may lead to dropping out of college altogether. In addition, because parents' educational attainment and family income are significant predictors of persistence for some students, failure to complete college by one generation may have consequences for the next generation, leading to inequalities that persist over time.

Our ongoing work will explore these issues further. In addition to more detailed results from the analysis discussed here, we anticipate providing results of two other studies. First, we are conducting an analysis that will suggest whether or not the timing of grant aid plays a role in student persistence--that is, can persistence be encouraged by using more grant money in the student's first year or two and then providing loans as the student approaches graduation? Second, we are analyzing interviews of students and discussion group sessions with financial aid officers from 12 colleges and universities around the country. The results

will allow us to gain insight into the reasons for students making certain decisions related to borrowing, working, and persistence. We expect to issue a final report this fall.

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This concludes our statement. We will be glad to answer any questions you may have.

Testimony of Arnold L. Mitchem, Ph.D.

Executive Director
National Council of Educational Opportunity Associations (NCEOA)

Mr. Chairman, Members of the Subcommittee, I am extremely honored to have the opportunity to appear before you today to share my views regarding minority participation in graduate education and the development of minority faculty. My name is Arnold Mitchem and I am the Executive Director of the National Council of Educational Opportunity Associations (NCEOA), an organization of administrators, counselors and teachers working to expand opportunity in higher education.

Senator Simon, as we consider this topic, I am reminded of your remarks during debate on the Senate floor several years ago. You were comparing the personalism and diversity which formed your world view -- growing up in Oregon, during your early years in Troy, and today in Makanda -- with the anonymity and homogeneity so many citizens experience today.

In smaller towns and cities, poor people and minority people are known as individuals to their neighbors who are better off simply because it is physically impossible to live in isolation. In so much of America today, however, what used to be referred to as defacto patterns of segregation -- neighborhoods, schools, churches and social gathering places provide a buffer between different groups -- based on income, ethnicity or employment.

In my view, this lack of diversity - in terms of both race and class -- creates limitations and imposes a cost in many, many areas of American life -- business, government, education, the arts. For example, if our foreign service is drawn primarily from persons of the same racial and

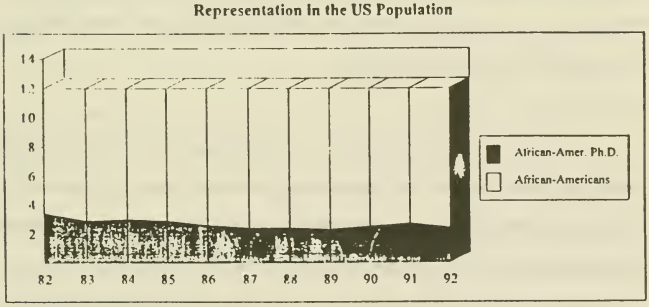
class backgrounds, the United States portrays only one aspect of the nation to peoples and governments throughout the world. If American teachers do not mirror the diversity of their student bodies, how can they in fact motivate their students to achieve and convince children that opportunities for minorities are real?

But if the costs of a lack of diversity are high in general, the costs, in my view, are particularly high when that narrowness of experience exists among college faculty: those charged with understanding the complexity of the world, developing new ideas, and educating future generations. Since the doctorate is the prerequisite necessary to participate on faculties, unless we can assure diversity among doctoral recipients, we cannot assure a diverse professoriate.

We are not granting Ph.D.'s to persons from minority groups in anywhere near the numbers required to achieve parity: Since African-Americans and Hispanics make up the largest groups of under-represented minorities, I will focus my remarks on these groups.

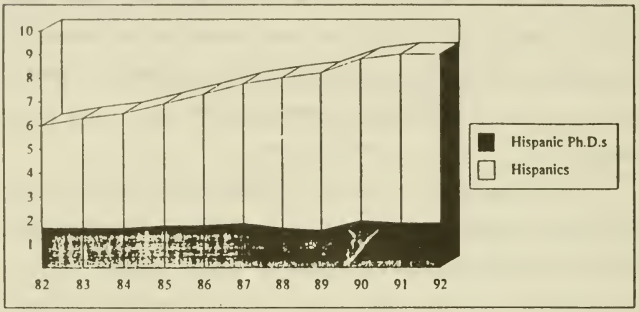
For over ten years, African Americans have made up over 12% of the United States population; however, according to the American Council on Education, African-Americans made up only 2.4% of doctoral degree recipients in 1992. Only 951 doctoral degrees were awarded to African-Americans in that year. In fact, there was a decline in African-American doctoral recipients from 1982 to 1992, from 3.4% to 2.4% of degrees overall.

African-American Doctorate Degree Recipients in Relation to African-American Representation in the US Population



In 1992, Hispanics made up 9% of the population but only 1.9% of doctoral degree recipients-- 755 degrees. In fact, while their representation in the population was growing at the fastest pace of any subgroup in the United States, Hispanic representation among doctoral recipients was almost stagnant. In 1982 Hispanics had made up 6% of the population and 1.7 % of doctoral recipients.

Hispanic Doctorate Degree Recipients In Relation to Hispanic Representation In the US Population



An examination of these numbers is particularly discouraging, not because it suggests that we could not increase the numbers of minorities receiving Ph.D.'s, but because the numbers reflect the lack of priority placed on this issue. Who can really argue that there are not 200 or 400 or 800 additional African-American, Hispanic, and Native American students with the aptitude and interest to earn their doctorates and be contributing members of our university faculties. In my view, our failure to provide these individuals that opportunity must be viewed as a lack of collective will, a lack of political will.

The Promise

As you know, in the 1986 Amendments to the Higher Education Act of 1965, Congress created the Ronald E. McNair Post-Baccalaureate Achievement Program. McNair, which is named after one of the astronauts/ physicists killed in the Challenger disaster, is the only program administered by the Department of Education named after a Black male.

Funds for McNair were first appropriated in FY 1989 and the program presently serves 1,700 undergraduates. McNair is authorized in the TRIO chapter of the Higher Education Act, and like the other TRIO programs is targeted on students from families with incomes below

150% of the poverty level where neither parent graduated from college. At each McNair program, two-thirds of the participants must be low-income students who are first-generation college students. The remaining third of participants must be from groups underrepresented in graduate education

Today the McNair program serves 1,700 students at 68 colleges and universities. McNair programs identify students with the aptitude for and interest in graduate education. Usually, students are chosen in the sophomore year and participate in a variety of supports: classes in research or statistics, special tutoring, graduate exam preparation to workshops on financial assistance available for graduate study.

Typically, during the summer following the sophomore year, a smaller group of students -- usually 15 to 30 -- are engaged in research projects under the direction of faculty mentors. Oftentimes, this research experience extends over the course of a summer and academic year or over two summers. In many instances, students present their research at special colloquia or in journals. During the final summer and senior year, faculty mentors and other McNair staff work with McNair scholars to select appropriate graduate programs, and to assist McNair scholars in securing admission and adequate financial assistance for graduate study.

McNair sponsors include major research institutions such as the University of Illinois at Champaign-Urbana, the University of California at Berkeley, and Pennsylvania State University; historically Black Colleges and Universities such as Florida A&M University, Coppin State College and Hampton University; smaller state colleges such as Salem State University in New Hampshire and New Mexico State University; and independent colleges and universities such as Marquette University in Wisconsin and Wesleyan University in Connecticut. Last year 1,700 sophomores, juniors and seniors participated in McNair at an average cost of $5,624. Well over 700 of the seniors entered graduate programs following their college graduation.

At the University of Illinois, for example, last year 25 juniors and seniors participated in an eight week summer research experience. Students were recruited from the Champaign-Urbana campus, from other colleges in Illinois, and from Historically Black Colleges and Universities. Their disciplines ranged from Art Education, to Political Science, Urban Planning, Speech and Hearing, Chemical Engineering, to Finance. Of the ten Illinois McNair students who graduated

in 1993, eight are now enrolled in doctoral programs and one other student intends to enter a graduate program in the Fall of 1994

I want to spend a few moments focusing on two particular students at Illinois because, in my view, they reflect the great potential of McNair.

> *Allen Bryson is an African-American male who together with his brother and sister were raised by their father, a steelworker. Mr. Bryson graduated from Simeon Vocational High School in Chicago and entered the University with serious academic deficiencies. (Simeon, has a 33% drop-out rate and an ACT mean score of 15 compared to 20.9 for the statewide mean.) While in the McNair program, Mr. Bryson completed a research program under Professor James Haefner in the Business School "Testing Advertising Persuasion Theories." Mr. Bryson is presently in his second year of graduate study in the Educational Policy Studies program at Urbana.*

> *Elsa Gutierrez is graduating from Illinois this month in economics and was informed only last week of her acceptance to the graduate program in public policy and urban planning at Massachusetts Institute of Technology which she plans to attend. An economics major at Illinois, Ms. Gutierrez completed her McNair research on the North American Trade Agreement under one of the University's noted professors, Werner Baer. Ms. Gutierrez, too, graduated from a Chicago high school, ill-equipped to prepare her for the rigors of the University. Bowen High School typically has a drop-out rate above 60% and also has an ACT mean six points below the state average. Ms. Gutierrez is the oldest of five children who have followed her to the University. Elsa's father is presently working construction since the closing of the mills; Elsa's mother works as a packer in a factory.*

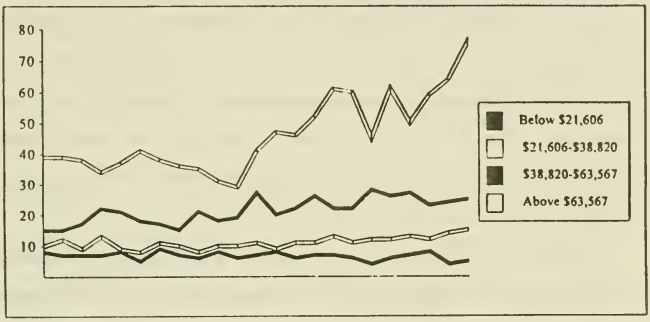
Robert Atwell testified earlier today about the serious retention problems facing minority students but also noted that if income and academic preparation are held constant, there is no retention differential based on race or ethnicity. It is for this reason that the McNair program is so unique. It reaffirms that talent and potential are not proportionate to income and that poor academic preparation cannot obliterate ability. It targets students who are disadvantaged by income, limits on experience and oftentimes poor academic preparation.

The intellectual abilities of students with inadequate academic backgrounds are often overlooked because of the academic difficulties they first encounter at the University. Many faculty fail to recognize their potential and students do not have benefits of those critical mentoring relationships which are so key in securing appropriate graduate placements. Equally problematic, students struggling to succeed often do not recognize their own potential absent the type of encouragement and support provided by programs like McNair. Yet I would argue that because of their backgrounds and experiences TRIO-eligible students have a unique contribution to make on our college and university faculties.

The Problem of Retention and Graduation

The importance of McNair and other efforts designed to encourage and prepare low-income and minority students cannot be under-estimated. However, we must also direct our attention to providing both access and a realistic opportunity to graduate from college to young people without regard to race or class. Today, a young person in the lowest income quartile (below $21,606) has about a 4% chance of graduating from college by the time they are 24 while a person from the highest income quartile (above $63,500) has a 76% chance of receiving a baccalaureate by that juncture.

Number of Bachelor Degree Recipients by Age 24 by Income Quartile (1970-1992)



College graduation rates are not equal in terms of race. First, minority students are much more likely to attend two year colleges where they have much less probability of earning a baccalaureate. While 56% of Hispanic students and 43% of African American students are attending two year colleges, only 38% of white students attend two year institutions.

Moreover, even at four year colleges and universities, retention rates for minorities are alarmingly low. Among students first enrolling at four year colleges and universities, six year graduation rates for whites are 56%, for Asian Americans 63%, for Hispanics 41% and for African Americans 32%. Retention rates through baccalaureate achievement for students in the top income quartile appear to be over eight times as high as those for students in the bottom quartile.

The pattern you are familiar with in Illinois, Senator Simon is repeated throughout the country. In Illinois, for example, the State Board of Education reports that minority student

college graduation rates eight years after high school graduation are about half that of the majority. At Eastern Illinois University only 30% of Black students graduate; at Northeastern only 8% graduate; at Illinois State only 28%, at the University of Illinois at Chicago only 13%; at the University of Illinois at Urbana Champaign, 50% graduate.

Supportive services such as those provided by another of the Federal TRIO Programs -- Student Support Services -- have proven very effective in improving retention. The 708 Student Support Services projects have as their particular mission to increase the retention and graduation rates of low-income, first-generation students and increase the number of targeted students transferring from two-year to four year institutions.

In 1993, 170,000 students are being served in Student Support Services at an average cost of $825 per student. Student Support Services participants are not only provided with academic counseling and personal support from professionals familiar with the difficulties low-income and minority students encounter on campus, but also with tutoring, special pre-college summer programs, and remedial instruction to assist them in overcoming difficulties they experience as a result of poor academic preparation.

A 1983 study by Systems Development Corporation found that low-income students receiving comprehensive tutoring, instructional and counseling services from this TRIO program were more than twice as likely to remain in college as students without benefit of these services. Nevertheless, again for lack of will, we fail to provide low-income and minority students access to these critical supports. Clearly, if we are not committed to providing undergraduates the grant aid and supportive services necessary to enable them to have a realistic chance to earn a bachelor's degree, equity at the doctoral level will not be achieved.

I sincerely appreciate the opportunity to testify today and would be pleased to answer any questions you may have.

Sources: Testimony of Arnold H. Mitchem, Ph.D.

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Thomas Mortenson, Postsecondary Education Opportunity, Number 11, March 1993, Iowa City, IA

By
Earl S. Richardson
President
Morgan State University
Baltimore MD
and
Chairman
National Association for
Equal Opportunity in Higher Education

It has become apparent during the past decade that historically black institutions of higher education are playing a growing role in the education of the young population in the states in which they are located. In fact, they are playing a role of increasing importance in the education of students from throughout the country who wish to attend an institution in which African-Americans are in the majority. There is every reason to believe that this trend will continue. It is, therefore, important to consider how HBCUs can be as effective as possible in carrying out the role that they increasingly are assuming as a result of changing demographics and changes in student enrollment patterns.

The growing popularity of HBCUs represents a reversal of a trend that began in the early 1970s, when many predominantly white campuses began to aggressively recruit black students, particularly those with strong academic preparation, and the enrollments at many HBCUs suffered as a result. During this period, there was considerable debate about the future of these campuses, with many holding the opinion that most HBCUs could not remain financially viable given the inevitable continuation of the erosion of their traditional student market. It may have been with good reason that some states were cautious during this period about investing in campuses whose future importance was in doubt.

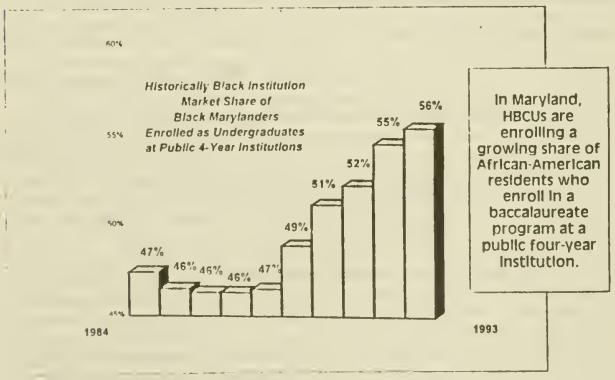
Since the mid-1980s, however, demographic changes coupled with changes in the college attendance patterns of black students have resulted in substantial enrollment growth at most HBCUs. This has not necessarily been at the expense of majority institutions, whose African-American enrollments also appear to be growing, although much more slowly. It has, however, made it apparent that HBCUs will continue to have the major impact on the size of the pool of college-educated African-Americans in much of the nation. While this is an important consideration, it may be too narrow of a focus in a discussion of how to ensure that HBCUs are effective as possible in carrying out their missions. In reality, higher education in general is facing a shortage of capacity to educate the growing numbers of young students that will be seeking enrollment during the next fifteen years. Under these circumstances, it is important to view all types of campuses as part of the response to this challenge. Therefore, the effectiveness of HBCUs should be considered not only in terms of their importance to the African-American community but also in terms of their potential to broaden their historical constituency and participate fully in dealing with the enrollment growth higher education will face.

It is useful first to look at Maryland, which in many respects is typical of mid-Atlantic and southern states, although its urbanization also gives it some of the characteristics of northeastern states. Currently, 25% of the general population and 34% of the public school population in the state is African-American. Maryland's Washington, D.C. and Baltimore suburban counties have experienced rapid growth in their African-American populations since the early 1970s. During the early and mid-1980s, Maryland enhanced its four HBCUs through the selective development of

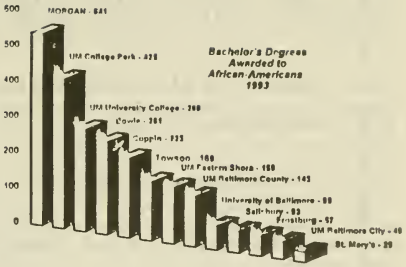
academic programs. In the case of Morgan, it approved new undergraduate programs in fields such as engineering, computer science, management, marketing, telecommunications and information systems management. These all were areas in which blacks were under-represented and which were felt to have the potential for increasing enrollment at the campus. Morgan's enrollment has increased by 55% since 1986, with the new programs accounting for a substantial share of that growth.

Maryland has a strong private sector, a well-developed system of public four-year campuses, and a very strong system of comprehensive community colleges. The State's four historically black institutions of higher education have grown rapidly in recent years. This growth has been primarily at the undergraduate level, where the vast majority of their academic programs are concentrated. During the past decade, undergraduate enrollments at Maryland HBCUs have grown by 5,100 students, or 59%. Undergraduate enrollments at all other public four-year campuses in the state have declined during the same period by 5%, or 3,700 students. Community colleges also have been growing and along with this their minority enrollments. Minority enrollments also have continued to grow at majority campuses in the public four-year sector, but not nearly as rapidly as at HBCUs and community colleges. This growth in minority enrollments has taken place during a period of declining numbers of high school graduates but an increasing percentage of blacks among these graduates. Hence, the decline in black graduates was not as large as that for whites. The factor most responsible for the strong growth at HBCUs has been an increasing tendency among African-Americans to enroll at one of the state's HBCUs. In the mid-1980s, the HBCU market share of black Marylanders enrolled as undergraduates at public four-year campuses was 46% and had been declining. Since the mid-1980s, HBCU market share has increased steadily to its current level of 56%.

The strong enrollment growth at HBCUs is only beginning to be reflected in increased degree production. Morgan, however, already leads all campuses in Maryland in the number of bachelor's degrees awarded to black students. Last year, it awarded over 100 degrees more than UM College Park, whose undergraduate enrollments are four and one-half times as large. The state's other HBCUs ranked fourth, fifth, and seventh, following only campuses with much larger enrollments. Overall, Maryland's HBCUs accounted for 48% of bachelor's degrees in the public sector in Maryland last year, equal to their share of black undergraduate enrollments at the time when this graduating class would have entered as freshman. This suggests that five years from now, the HBCU share of baccalaureates awarded to black students should be at least 55%.



Despite their relatively small size and the fact that degree production is only beginning to reflect their recent enrollment growth, Maryland's HBCUs- Morgan, Bowle, Coppin and UMES - account for 48% of bachelor's degrees received by black students.



It should be stressed that Maryland's HBCUs rank high in degree production despite enrolling student bodies that are quite diverse in terms of their prior academic preparation and their socio-economic status. Perhaps the majority of students enrolled at HBCUs in the state would not be admitted to majority institutions under their regular admissions criteria. However, their freshman retention rates are now close to the overall retention rates for black students statewide. This was not the case during the late 1970s and the first half of the 1980s, when the HBCU market share was declining. Majority campuses were enrolling primarily better-prepared black students, who would have attended HBCUs at an earlier time. In recent years, as the pool of black students seeking admission to HBCUs has grown, they again have been able to enroll a more representative group of students in terms of prior academic preparation. As the size of the pool continues to grow, so should their retention rates. The fact remains, however, that regardless of the institution in which they enroll, black retention rates are substantially below those of white students in Maryland, although the gap has been narrowing slowly since the mid-1980s.

It also is interesting to note that in fields typically considered to be key to the economic and social development of the nation, Morgan and other HBCUs award a disproportionate share of the degrees received by black students. Last year, among all bachelor's degrees awarded by both public and private institutions in Maryland, HBCUs accounted for all of the degrees awarded in industrial engineering and physics. They accounted for 75% of awards in elementary education, 72% of those in mathematics, 71% of degrees in social work, 70% of awards in business and management, 64% of degrees in civil engineering, 60% of those in electrical engineering, 56% of awards in computer science, 52% of awards in accounting, and 50% of degrees in chemistry.

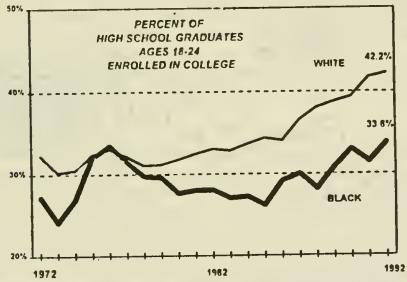
It also is worth illustrating the difference in degree production in fields in which HBCUs have at least some programs and those in which they do not. During the last five years 10% of all baccalaureates awarded by all campuses in all fields of the biological sciences, computer and information sciences, engineering, physical sciences, and mathematics have been awarded to African-Americans. This is, of course, quite low in a state that is 25% black. As noted above, the HBCUs accounted for high percentages of these awards. However, at the graduate level, where there are very few programs offered by HBCUs, the situation is much different. Only 3.4% of the master's degrees and less than one percent of the doctorates awarded during the past five years in these fields have gone to blacks. This is the case despite the fact that Maryland is a leading state in the number of residents who are scientists and engineers and should, therefore, have a relatively large number of candidates for advanced study in these fields. It also is the case despite two decades of state efforts to increase the numbers of degrees awarded by majority institutions to black students at the graduate level in fields in which they are under-represented.

		BACHELORS			MASTERS			DOCTORATES		
		TOTAL #	TOTAL # TO BLKS	% TO BLACKS	TOTAL #	TOTAL # TO BLKS	% TO BLACKS	TOTAL #	TOTAL # TO BLKS	% TO BLACKS
ALL SCIENCES	1993	665	68	10.2%	116	1	0.8%	134	2	1.5%
	1992	805	78	9.7%	94	2	2.4%	125	3	2.4%
	1991	734	61	8.3%	76	2	2.6%	123	1	0.8%
	1990	693	62	8.9%	60	2	2.5%	123	3	2.4%
	1989	661	57	8.6%	72	1	1.4%	91	1	1.1%
ALL ENGINEERING	1993	728	117	16.1%	490	40	8.2%	34	0	0.0%
	1992	715	92	12.9%	479	26	5.4%	27	0	0.0%
	1991	651	79	12.1%	535	35	6.5%	16	0	0.0%
	1990	675	86	12.7%	503	24	4.8%	30	0	0.0%
	1989	773	121	15.7%	442	9	2.0%	13	0	0.0%
ALL PHYSICAL SCIENCES	1993	530	53	10.0%	606	27	4.5%	138	1	0.7%
	1992	590	67	7.1%	641	12	1.9%	90	0	0.0%
	1991	1042	89	8.5%	580	9	1.6%	97	0	0.0%
	1990	991	53	5.3%	590	14	2.5%	84	0	0.0%
	1989	1054	59	5.6%	468	4	0.9%	83	4	0.0%
ALL BIOLOGICAL SCIENCES	1993	233	29	12.4%	119	1	0.8%	86	0	0.0%
	1992	232	30	12.9%	119	1	0.8%	115	1	0.9%
	1991	246	28	11.4%	113	4	3.5%	89	0	0.0%
	1990	206	20	9.7%	116	1	0.9%	83	0	0.0%
	1989	231	20	8.7%	95	1	1.1%	61	0	0.0%
ALL MATHEMATICAL SCIENCES	1993	242	25	10.3%	61	1	1.6%	24	0	0.0%
	1992	256	31	12.1%	73	0	0.0%	42	0	0.0%
	1991	260	30	11.5%	66	3	4.5%	37	1	2.7%
	1990	219	25	11.5%	56	0	0.0%	23	2	8.7%
	1989	265	31	11.7%	52	1	1.9%	20	1	5.0%
GRAND TOTAL ALL SCIENCE, ENGINEERING, AND MATHEMATICS: 1989-1993		14665	1471	10.0%	6584	221	3.4%	1782	16	0.9%

A final word about Maryland concerns its community colleges. A good deal of the growth in African-American enrollments in recent years has been at community colleges. In fact, in terms of market share in the public sector, community colleges have been gaining a growing share of enrollments among both black and non-black students. Because Maryland has had transfer agreements in place between community colleges and public four-year institutions for over 20 years, student transfer is easier than in most other states. Yet, the rate of transfer is relatively low. Only about 7% of non-black community college students transfer to a public four-year campus each year. Among black students, the transfer rate is slightly less than 5%. The rates for both groups have been relatively stable for some time. To a large extent this low transfer rate is due to the fact that the vast majority of community college students are part-time, a group whose transfer rates, while about equal for blacks and non-blacks, are very low. Among full-time community college students, whose overall transfer rate is almost 14%, the black transfer rate is only about half that of non-blacks. While location is an important determinant of community college student transfer patterns, the fact that HBCUs represent three of the five largest recipients of black community college transfers indicates that they are likely to continue to be among the chief beneficiaries of the growth of black enrollments at community colleges despite the relatively low transfer rate of this group of students.

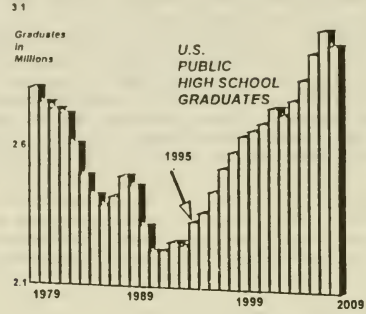
While the above data apply to Maryland, the patterns probably are similar in many other states. Certainly, the future trends faced by higher education in terms of entering students and their demographic characteristics are similar enough to take a regional and national view of them.

Enrollments in institutions of higher education in most states are at or near historic highs. A good deal of the growth in college enrollments is the result of increases in part-time undergraduates, who typically are older than traditional college age, and in graduate students. However, enrollments among students of traditional college age also are at historic highs even though the numbers of high school graduates generally have been declining for the past 15 years. This is because a growing percentage of high school graduates have been pursuing college degrees immediately following graduation. Much of the growth in college participation has been among women, who now constitute a clear majority of higher education enrollments, but college-going rates have been increasing for most groups. Three patterns are clear within these overall increases in rates among students of traditional college age. First, women are now considerably more likely than men to be enrolled in college. Second, the college participation rate of African-Americans has increased considerably since the early-1980s following a decade of decline. Interestingly, both the decline in the black higher education participation rate during the 1970s and its increase more recently correspond to enrollment trends at HBCUs during these periods. Third, however, the gap between black and white college participation has not narrowed. This is primarily because the growth in the participation of black males has been small and irregular.

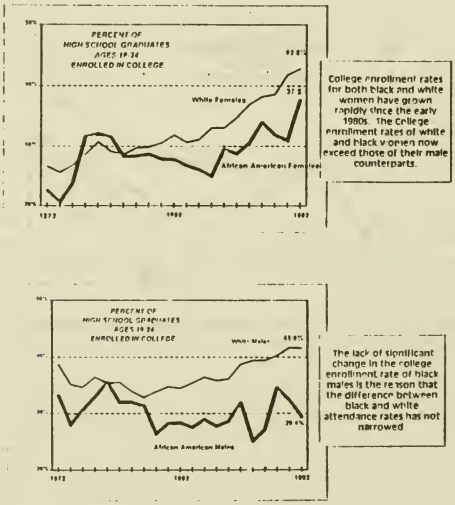


Source: "School Enrollment-Social and Economic Characteristics of Students: October 1992," Bureau of the Census, October 1993

During the next fifteen years, in contrast to the situation since the early 1980s, there will be strong growth in high school graduates. Even without continued increases in the rates of college attendance, this trend will put a good deal of pressure on institutions of higher education in most states.



Source: "High School Graduates - Projections by State: 1992-2009," WICHE, TIAA, and The College Board, February, 1994.


PERCENT OF HIGH SCHOOL GRADUATES AGES 18-24 ENROLLED IN COLLEGE
White Females
African American Females
College enrollment rates for both black and white women have grown rapidly since the early 1980s. The college enrollment rates of white and black women now exceed those of their male counterparts.
PERCENT OF HIGH SCHOOL GRADUATES AGES 18-24 ENROLLED IN COLLEGE
White Males
African American Males
The lack of significant change in the college enrollment rate of black males is the reason that the difference between black and white attendance rates has not narrowed

While there will be variation among states, with a few running counter to the prevailing trends, most will experience higher rates of growth in full-time undergraduates than they've seen since the 1960s, when the first members of the baby boom generation entered college. The magnitude of the projected growth in high school graduates in some states may seem surprising in light of the recent emphasis on consolidation and downsizing instead of on planning for growth. However, one has only to consider the rapid increases in elementary and secondary enrollments that have taken place during the past decade in most places, and which are continuing, to realize that these students are in the pipeline. In fact they will begin entering college in 1995.

An important characteristic of the future population entering college is its growing minority composition. Southern states have particularly high proportions of minority students. Currently, about one-quarter of public high school graduates in the nation are minority. The comparable figure for SREB states is one-third. With the exception of Florida and Texas, the vast majority of these minority students in SREB states are African-Americans. The percentage of minorities among high school graduates is projected to continue to increase.

In brief, the size of the population of traditional college age will be growing substantially in most states for at least the next fifteen years. In most cases the percentage of African-Americans in the this growing population will be increasing. Finally, the tendency of recent black high school graduates to attend an HBCU has been growing. This, added to the demographic trends, suggests continued strong enrollment growth at historically black campuses.

It should be stressed that higher education in general, not only HBCUs, can expect significant increases in students of traditional college age during the next fifteen years. It also should be noted that all types of campuses can realize increases in the racial and ethnic diversity of their student bodies, providing they are willing to commit themselves to educating a broad segment of the African-American population. At the same time, HBCUs are likely to continue to experience above-average rates of undergraduate enrollment growth because of their traditions and their growing appeal to African-American students. It is worth considering some of the reasons for this attractiveness despite at least two decades during which many majority institutions have attempted to increase their black enrollments.

- ***The comfort factor.*** College attendance decisions are complex and usually difficult to quantify. However, there often is a need for a least a critical mass of other minority students to be enrolled and to be visible in order for prospective minority students to feel assured that they will have an adequate support system and that their social and cultural interactions will be comfortable ones. The issue here is far more than one of race, however. Many if not most of our students are the first ones in their families to attend college. The socio-economic profile of the typical African-American student also is considerably different than that of the typical white student on majority campuses. Both of these factors can make even the most hospitable campus feel intimidating.

- ***Parental Influence.*** Many African-American parents who have attended college feel, based on their own experiences, that a predominantly black campus is the best choice for their children. Many are alumni of HBCUs but others have attended majority campuses and feel that an HBCU provides the type of experience they want for their children. Whatever the reason, HBCUs are enrolling growing numbers of students from families in which one or more parents have degrees.

- ***Pre-College Preparation.*** The problems of both urban and rural school systems are well documented. Unfortunately, so many of our African-American students receive their elementary and secondary education in these environments. As a result, even

those who are high achievers in such systems are likely to have reservations about having to compete with students with much stronger pre-college preparation.

- *Admission Test Scores.* Scores on tests such as the SAT reflect not only prior preparation in school but also family socio-economic status. Last year, 38% of black but only 9% of white test takers reported family incomes below $20,000. On the other hand, 60% of white but only 25% of black test takers reported family incomes over $40,000. While there have been gains in family income and increases in performance on admissions tests by black students over time, this is a slow process and it is safe to assume that we are not about to see significant changes in short periods on these measures.

- *Admissions Standards.* Both the adequacy of high school preparation and scores on the SAT or ACT work against most black students, including those who are capable of being successful in the most rigorous academic programs. As a result, relatively few black students qualify for entrance into majority colleges with higher admissions standards. Students who can meet these standards have a good chance of being successful at these institutions, a fact that is reflected in above-average retention rates for African-Americans at selective majority campuses. However, the students who can meet these standards make up only a relatively small segment of the African-American population and the segment least in need of assistance in entering the economic and social mainstream of this nation. The challenge the nation faces is one of ensuring that as large a proportion of the black population as possible receives the education needed to be productive members of our society, a problem that must for the most part be addressed by less selective campuses for the foreseeable future.

- *Academic and Personal Support Programs.* HBCUs have a long tradition of providing their students with the support they need to be successful. Considering the academic and socio-economic profiles of the students HBCUs historically have served, such programs are essential and are an attraction to prospective students and their parents. While recent enrollment growth and the fiscal constraints faced by most public campuses during the past few years have made it difficult to support these programs at an adequate level, the HBCU tradition of offering such programs increases their appeal to African-American students and their parents.

The factors that help to account for the growing appeal of HBCUs are not likely to change to a degree that will reverse their growing attractiveness to young African-American students for the foreseeable future. The enrollment pressures that all campuses are likely to face within an environment of only modest increases in state funding may in fact result in increases in admissions standards and inadequate funding for support programs at many majority campuses, factors that may make HBCUs even more attractive. Assuming that HBCUs will continue to grow in importance for the education of African-Americans, it is worth considering the things they need in order to be most effective. Fortunately, it is these same needs, if adequately addressed, that promise to enable HBCUs to increase their attractiveness to students of all racial and ethnic groups.

In the broadest sense what is needed is for states to recognize explicitly the missions carried out by HBCUs and to make the commitment to provide the resources necessary for them to effectively carry out their missions. States tend to place a good deal of emphasis on average costs per student and how these costs compare among institutions without taking into account what individual campuses are supposed to accomplish. But if one considers the nature of the missions carried out by HBCUs, the case can be made for above-average unit costs. Hence, attention should not be on equal funding but rather on adequate funding for the a signed mission, if HBCUs are to offer programs of adequate quality, increase student achievement, and continue to increase their retention and graduation rates. A number of aspects of campus operations illustrate the special needs of HBCUs.

- *HBCUs need relatively low student-faculty ratios.* Student bodies at HBCUs tend to be quite diverse in terms of their pre-college academic preparation and the academic choices their students are prepared to make. Faculty not only need to be committed to educating students with such a broad range of needs, they also need to have the time to do so. In some instances, institutions may need to offer class sections that meet more frequently than usual or for longer periods of time. For example, a number of HBCUs place certain students in regular credit freshman courses that meet for two or three extra hours per week in order to help make their transition to college a successful one. Some HBCUs offer special sessions in the summer for college students as well as for those preparing for college. Faculty also have to be prepared to spend a considerable amount of time outside of class tutoring and advising students. These and other approaches provide entering students with extra attention while maintaining the integrity of the curriculum. Institutions with such diversity ideally should also be able to offer course sections for highly talented students. The net result of all of these efforts, if a campus is carrying them out effectively, is an overall student-faculty ratio that is lower than average. Ironically, it is often the campuses with the best prepared and most homogeneous student bodies that are able to secure low student-faculty ratios as a means of enhancing their appeal to well-prepared students, who are those least in need of the special attention that such close student-faculty contact permits.

- *HBCUs need to minimize reliance on part-time faculty.* Some campuses maintain desirable student faculty ratios economically by relying heavily on part-time contractual faculty. In recent years, many campuses have had to rely on part-time faculty to deal with growth in a cost-effective manner. This is an inappropriate response in either case for an HBCU. Part-time faculty spend little time on campus outside of the period during which their class is scheduled. They are not available for advising or for carrying out typical faculty responsibilities. Yet, this is exactly the type of extra effort HBCUs need from their faculty. While it remains as important for HBCUs as for other campuses to use part-time faculty to add variety to student academic experiences, it is not a good idea to increase reliance on part-time faculty as a result of workload considerations alone.

- *HBCUs need strong academic support programs.* While there is debate as to whether or not baccalaureate campuses should offer remedial courses, there is little question that HBCUs as well as other campuses need to offer programs providing out-of-class academic support for many students. Such programs are designed to deal with minor academic deficiencies and to provide out-of-class assistance in regular courses. Programs such as these often utilize tutors - student or professional - or take other forms. In any cases, they are an added, but necessary, expense.

- *Heavier Workload in Non-Academic Areas Needs to be Recognized.* The vast majority of students at most HBCUs receive financial aid, often in complex packages. This requires a better-supported financial aid office than at campuses with lower workloads. Students have to be regularly advised about the wide variety of potential sources of aid and about the different deadlines that have to be met. Their multiple applications have to be processed and monitored. Student billing also is a more complex operation because of the financial difficulties faced by so many black families in paying for college. It is not unusual to allow families or students to make special arrangements for making tuition and fee payments. Permitting students to pay in as many as 8 installments is common. Registration also can become much more complex because in many cases student financial arrangements are not complete by registration deadlines. In these and other cases HBCUs need to be able to staff and operate at a level appropriate for the needs of the students they are serving. Dealing with these needs in a way that promotes academic achievement and student retention is a more expensive proposition but is necessary if the success rate of African-Americans is to be increased.

- *Student financial aid should be available to minimize employment.* Given the academic profile of students at HBCUs, any time away from academic work raises the risk of academic difficulty. However, many students at HBCUs need to work a significant number of hours in order to finance their education or assist in supporting their families. At Morgan, two-thirds of all students do so. Most of those students employed off campus work between ten and twenty hours per week. The time that employment takes away from academic study undoubtedly is a significant factor in student attrition, low academic achievement, and extended time-to-degree, but there typically is little discretionary aid available at HBCUs to deal with this problem.

- *Student financial aid needs to stress on-campus residence.* To a greater extent than most, African-American students find it difficult to afford to live on campus. Yet, it is very important for many to remain on campus in order to take full advantage of the academic support available both through campus programs and from their peers. Hence, just as it is important for HBCUs to minimize employment for many of their students, it also is important to maximize the number of students residing on campus.

- *Tuition Policy Should Reflect the Socio-Economic Characteristics of Students Served.* As state budgets have become increasingly dedicated to mandated programs and, more recently, been affected by revenue shortfalls, students have been asked to bear an increasing share of the cost of their education. As this has occurred, African-Americans have turned to larger loans and more employment to finance their education. Last year, more than 10% of Morgan graduates reported personal indebtedness of greater than $10,000 while over a quarter reported personal indebtedness of between $5,000 and $10,000. These figures do not include parental loans. For many others, the high cost of higher education precludes attendance, or at least is perceived to, by families of modest means, regardless of the financial aid that may be available.

In addition to explicitly recognizing the special missions of HBCUs and providing the financial support necessary to carry out their missions, states also should carefully expand the missions of HBCUs. Most HBCUs currently have relatively narrow missions, being concentrated in the Carnegie BAII and MAI categories. *(The BAII category includes baccalaureate institutions with fewer than half their degrees awarded in the liberal arts. The MAI category includes institutions awarding at least 40 master's degrees in at least three fields.)* There are at least three good reasons for expanding missions at many of these campuses, and in other cases, for judiciously adding programs even if their classification does not change.

- *HBCUs can contribute to remedying black under-representation in key fields and at advanced degree levels.* Despite a great deal of effort by many majority institutions, African-Americans are substantially under-represented in many key fields, especially engineering and the sciences, and in most disciplines at the graduate level. The federal government and the private sector are beginning to assist in building the capacity of certain HBCUs so as to produce more graduates in certain fields and at advanced levels of study. The states should support a similar effort by permitting selected HBCUs to move into doctoral work and others to begin programs in certain fields where under-representation is a problem.

- *Attractive programs, especially at the graduate level, can help HBCUs become more appealing to a broader segment of the population.* The availability of high quality programs in areas of strong student demand can help HBCUs attract more students of other races, assuming there are not competing programs at nearby majority campuses. At the graduate level, such programs are particularly effective in attracting other-race students.

- *The appropriate mix of programs and resources can help build public support for HBCUs.* Attractive programs can help broaden the racial and ethnic composition of

students served by HBCUs and can help ensure that the resources that permit campuses to carry out programs of research and public service are available. If HBCUs are to be able to attract the long-term support they need for their development, they need to have the ability to assist the general public, governmental organizations, schools, and the private sector in ways that are important to them. Missions that are narrow or poorly supported work against this.

While this discussion has concentrated on the role of HBCUs, ideally, all types of campuses should play an important role in improving access for under-represented minorities such as African-Americans. There are some dilemmas, however. Perhaps the most important one results from the fact that campuses usually cannot perform a wide variety of significantly different functions very well. Major doctoral-granting research institutions and campuses that already are relatively selective are not well positioned to add to that an emphasis on educating greater numbers of students who have a significantly different academic profile. Future enrollment pressures are likely to make such campuses even more selective, unless states make available more resources than currently anticipated. These campuses are likely to continue to enroll, retain, and graduate at relatively high rates well prepared students - white or black - and, hence, reach only a small proportion of the black community. Therefore, realistically, the bulk of the responsibility will most likely have to be assumed by other types of institutions. Second, an action that all states should take, is to ensure close coordination between community colleges and public four-year campuses, particularly HBCUs. There has been a good deal of growth in minority enrollments at these campuses and they provide a low-cost and supportive means by which minorities can enter the higher education system. However, there are limits on what this can accomplish, if Maryland's well-developed transfer system is any gauge. For one, transfer rates are low for all students, but particularly for black students. This probably reflects the wide variety of educational goals among the students community colleges enroll. In addition, among those black students who do transfer, a disproportionate number transfer to HBCUs. Hence, the same arguments about the importance of enhancing HBCUs for educating students entering college for the first time also apply to transfer students.

Finally, it is essential that whatever special needs exist at HBCUs and whatever missions they are assigned, they need to be able to provide students with the same range and quality of experiences and services available at majority campuses with comparable missions. This obviously is important if African-Americans are to have access to the same educational opportunities available to other students. It also is important if we as a nation are to have a population and labor force that, while becoming increasing minority in their makeup, are educated appropriately to meet our social and economic challenges. Finally, adequacy of support for HBCUs expands the educational options available for all racial and ethnic groups in our population. All of higher education is facing a period during which enrollments will grow significantly. By providing HBCUs with appropriate missions and support, they can play an important role in increasing access for all individuals.

RECOMMENDATIONS

Historically Black institutions of higher education have long been an important factor in ensuring that this nation's higher education system is a diverse one and that it educates a diverse groups of students. HBCUs have been and continue to be one element of the system that assures choice for students, regardless of race, ethnicity, prior academic background, or socio-economic status. Because of their traditions, HBCUs are a national resource in helping to ensure that access is maximized for African-Americans and others who are disadvantaged. Therefore, the focus of state, federal, private sector, and foundation efforts must be on enhancement of these campuses.

The goals that higher education seeks to accomplish with respect to the education of African-Americans do not have to be complex. It is clear where improvements are needed.

- **College participation and graduation rates should increase to national averages for African-Americans.** This will require that recent progress with respect to African-American females continue. However, a more significant effort will be required to begin to show progress for African-American males. The argument can even be made that because African-Americans do not obtain equal economic returns when they obtain the same levels of education as whites, the goal should be for African-Americans to attain participation and graduation rates that exceed those of whites.

- **In critical fields, the goals of the Quality Education for Minorities in Mathematics, Science, and Engineering Network should be realized.** These include:

  By the year 2000, quadrupling the number of minority students receiving bachelor's degrees annually in the physical and life sciences and engineering;

  By the year 2000, tripling the number of minorities receiving doctorates annualy in the sciences and engineering; and

  By the year 2000, quintupling the number of minority college students newly qualified to teach, with at least 30% being mathematics and science pre-college teachers.

HBCUs obviously are essential for realizing these goals. In order for HBCUs to be full partners in the actions required to reach these goals, the following actions are critical.

- **Missions of HBCUs should be broadened** consistent with the needs of the workforce and the extent of the under-representation of African-Americans in key fields at the baccalaureate levels. For a select group of HBCU, missions at the master's and doctoral levels also should be broadened.

- **Program offerings should be expanded at the undergraduate and graduate levels consistent with the broadened missions of HBCUs.**

- **The capacity of HBCUs to carry out scholarship, research, and public service programs for government, the private sector, the schools, and the community at large should be expanded consistent with their missions and program inventories.**

- **States should adopt policies of differential tuition based on mission, to the extent that these missions reflect differences in the socio-economic status of students served.** Currently, state tuition policy is not based on differences in the ability of students to pay for college.

- **States should accept the fact that HBCUs serve as a national resource in the education of African-Americans.** They should recognize that these campuses, while concentrated in the southeast, attract African-Americans from throughout the nation. Therefore, they should minimize barriers to student mobility across state lines.

- **In order to improve access, academic achievement, and graduation rates, state and federal governments, the private sector, and foundations should recognize the special financial aid needs of students attending HBCUs and the above-**

average operational expenses incurred by HBCUs in carrying out their missions. Currently, most aid available to students attending HBCUs, other than Pell Grants and loans, are based on merit. In addition, campus operations typically are supported by states at a level equal to that at majority institutions. Equity in support, not equality, is essential if HBCUs are to be as effective as possible in improving the educational attainment of African-Americans and other disadvantaged groups.

Percent of High School Graduates, Ages 18-24, Enrolled in College

	1982	1987	1992
All Races Both Sexes	33.0%	36.4%	44.9%
Males	34.5%	38.6%	40.9%
Females	32.6%	34.5%	42.8%
Black Both Sexes	28.0%	30.0%	33.8%
Males	28.3%	31.7%	29.4%
Females	27.7%	28.7%	37.5%
White Both Sexes	33.1%	36.6%	42.2%
Males	34.7%	38.7%	41.6%
Females	31.8%	34.7%	42.8%

Source: "School Enrollment-Social and Economic Characteristics of Students October 1992," Bureau of the Census, October 1993

Graduates of Public High Schools

	Change: 1983-1994	Change: 1994-2009
United States	-18%	+33%
South and South Central	-8%	+30%
States in the SREB		
Alabama	-13%	+ 7%
Arkansas	-10%	+ 8%
Florida	+ 6%	+75%
Georgia	- 7%	+46%
Kentucky	11%	+ 9%
Louisiana	-15%	-13%
Maryland	-25%	+67%
Mississippi	-14%	+ 5%
North Carolina	-15%	+34%
Oklahoma	-12%	+ 7%
South Carolina	-16%	+26%
Tennessee	-11%	+20%
Texas	- 2%	+35%
Virginia	-10%	+37%
West Virginia	-14%	- 21%

Source: "High School Graduates - Projections by State 1992-2009," WICHE, TIAA, and The College Board, February 1994

Minority Composition of Public High School Graduates

	1992	2002
United States	26.4%	27.7%
States in the SREB	31.2%	34.3%
Alabama	34.1%	34.8%
Arkansas	21.9	23.6
Florida	34.3	37.3
Georgia	35.6	35.6
Kentucky	9.0	9.1
Louisiana	41.7	44.0
Maryland	32.3	32.3
Mississippi	49.7	50.0
North Carolina	31.0	31.6
Oklahoma	21.6	22.5
South Carolina	39.6	40.8
Tennessee	20.0	20.3
Texas	45.5	46.6
Virginia	26.8	28.0
West Virginia	4.4	4.4

Source: SREB Fact Book On Higher Education 1992," SREB 1993

NATIONAL SAT DATA - 1993

Family Income and Test Scores

Family Income	Math Mean	Verbal Mean
Below $10,000	352	416
$10,000-$20,000	379	434
$20,000-$30,000	404	453
$30,000-$40,000	418	469
$40,000-$50,000	431	483
$50,000-$60,000	440	493
$60,000-$70,000	449	504
$70,000 or More	472	533

Source: 1993 Profile of SAT and Achievement Test Takers - The College Board 1993

Family Income of Test Takers by Race

Family Income	Black	White	All Races
Less Than $20,000	38%	9%	17%
$20,000-$40,000	37%	30%	31%
$40,000-$60,000	15%	27%	24%
More Than $60,000	10%	33%	29%

Source: Press Release by the College Board August 19, 1993

Some Facts about Minorities in Higher Education

NASULGC Office of Public Affairs, April 1994

FACULTY

- In 1991 there were a total of 520,327 full-time instructional faculty at institutions of higher education in this country. Of this number, 24,516 were African American faculty members, about 4.7 percent of the total.[1]

- Full-time regular instructional engineering faculty in U.S. institutions of higher education in 1987 were: 87 percent white, non-Hispanic; 11 percent Asian; 2 percent Hispanic; less than 0.5 percent American Indian; and less than 0.5 percent African American.[1]

- In the natural sciences in 1987, the full-time regular instructional faculty at U.S. institutions of higher education were: 91 percent white, non-Hispanic; 6 percent Asian; 2 percent African American; 1 percent Hispanic; and less than 0.5 percent American Indian.[1]

STUDENTS

- In 1991 the total fall enrollment in U.S. institutions of higher education was 14,359,000. Of this total, 1,335,400 were African American students, or about 9.6 percent of the total.[1]

- The total fall 1991 enrollment of undergraduate students in U.S. institutions of higher education was 12,439,300. Of this number, 1,229,300 were African American undergraduates, or about 10.1 percent of the total.[1]

- The total fall 1991 enrollment of graduate students in U.S. institutions of higher education was 1,639,100. Of this total, 88,900 were African American graduate students, or about 6.1 percent of the total.[1]

DEGREES

- The total number of doctorates in all fields conferred on African American U.S. citizens in 1992 was 951, a decrease by 5.0 percent from the year before.[2]

- In 1992 the number of doctorates in the physical sciences conferred on African American U.S. citizens was 34, a decrease of 14.4 percent from 1991.[2]

- In 1992 the number of doctorates in engineering conferred on African American U.S. Citizens was 31, a decrease of 27.0 percent from 1991.[2]

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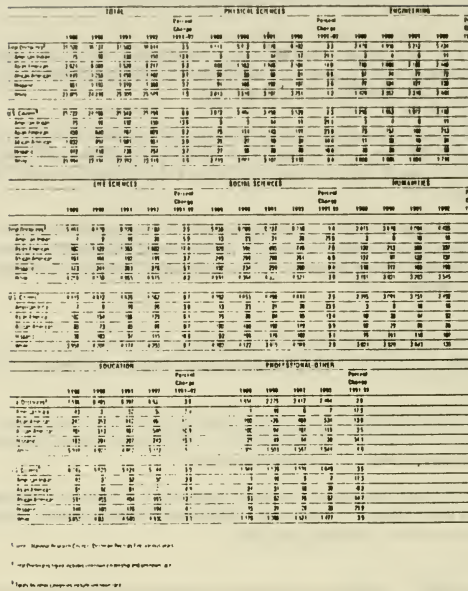
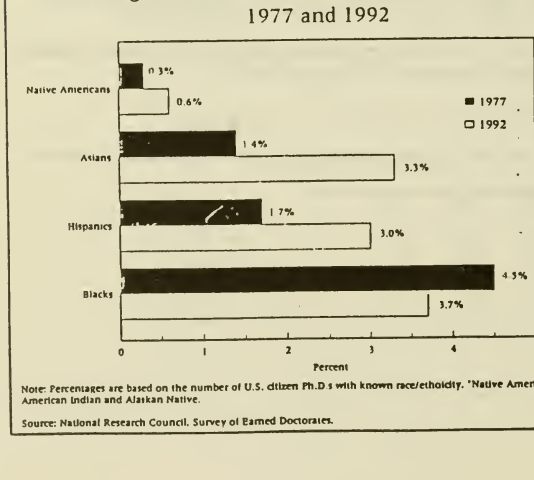
[1] Source: *Digest of Education Statistics 1993*. U.S. Department of Education, Office of Educational Research and Improvement NCES 93-292.

[2] Source: National Research Council Decorate Records File various years

Doctoral Degrees by Field, U.S. Citizenship, and Race/Ethnicity, 1980, 1990, 1991, and 1992





Note: Percentages are based on the number of U.S. citizen Ph.D.s with known race/ethnicity. "Native American" includes American Indian and Alaskan Native.

Source: National Research Council, Survey of Earned Doctorates.

National Association of State Universities and Land-Grant Colleges
and
American Association of State Colleges and Universities

National Minority Graduate Feeder Program

Today, American higher education is challenged as never before to redress the consequences of having failed to extend educational opportunity to a fully representative sample of American society,[1] thereby failing to support the national goals for enhanced productivity and competitiveness.

Meeting this challenge is a major priority for the General Electric Foundation. Thus, the GE Foundation has awarded a grant of $119,000 to the National Association of State Universities and Land-Grant Colleges (NASULGC) and the American Association of State Colleges and Universities (AASCU), for the creation of a National Minority Graduate Feeder Program. The program will involve a select group of higher education institutions that are members of both associations. NASULGC and AASCU represent over 500 public colleges and universities that offer bachelor's through doctoral degrees, enroll over 5.8 million students and award 64 percent of all doctoral degrees in the United States each year.

The National Minority Graduate Feeder Program will answer the need for more minority doctoral graduates in mathematics, engineering and the sciences. This project focuses on building lasting partnerships between minority-serving and research institutions that are members of NASULGC and AASCU. Initially, there will be between 38 Historically Black Public Colleges and Universities (HBPCUs) and 20-30 doctoral degree-granting and research universities; eventually, partnerships will be created among a broader range of minority-serving and research institutions.

I. An Overview of the Problem

The preeminence of public universities in the training and production of advanced degree recipients makes these universities an influential force in higher education. In contrast to private institutions, between 1958 and 1968 public universities tripled the number of Ph.D.s granted annually in the sciences and engineering. Although the production of Ph.D.s declined around 1979, state institutions continued to be a dominant force in the training of doctorates and particularly in the training of minority Ph.D.s. In 1992, minorities constituted over 20 percent of all doctoral candidates enrolled at NASULGC/AASCU institutions. Today, public institutions continue to produce a substantial share of minority Ph.D.s in mathematics, engineering and science.

While the number of doctoral degrees awarded to minorities increased between 1982 and 1992 by 27 percent, African Americans were the only racial/ethnic group reporting a decline from 1,047 to 951 (Chart I). The decline of 20.1 percent among black men was dramatically higher than all other groups. It is noteworthy that African Americans earned 31 doctorates in engineering in 1992 in sharp contrast to over 2,100 doctorates awarded to all U.S. citizens (Chart II). Moreover, increasing the number of minorities with advanced degrees will require a major investment in educational opportunities at every level, from high school to graduate school.

[illegible] Americans, 0.7, 451 doctorates awarded in 1991. African Americans earned 2.3% of those in engineering, 2.3% in of those in life sciences, and 1.4% of those in physical sciences.

This initiative is designed to respond to the challenge that public universities, as instruments of the state and the nation, must assume even greater responsibility for the training and production of minority Ph.D.s. Public universities have reaffirmed their commitment in recent years with an increased variety of recruitment programs targeting minority students. Programs range from public affairs and marketing activities to linkage and cooperative programs with black and other minority institutions.

For example:

- With major federal support, the University of Alabama at Birmingham has a range of programs designed to attract and retain minority graduate students and particularly those majoring in the sciences. During the summer, they invite between 60 to 80 students who engage in a variety of orientation programs about the nuts-and-bolts of graduate school. Since the creation of these programs, the university has increased enrollment of minority students by over 12 percent.

- The University of Minnesota has established partnership programs with several historically black colleges and universities. These programs are designed to stimulate interest in graduate school and increase the quantity and quality of opportunities for minorities in engineering and the sciences.

- Florida A&M University has established cooperative programs with 25 doctoral degree-granting universities. The program is administered by a full-time staff and the faculty play a key role in the identification and recruitment of talented students. Financial assistance is a major attraction of the program.

II. Primary Goals of the Program

Goal I: Establish for the first time a national database and information network among majority-minority institutions.

Goal II: Establish for the first time a systematic national linkage between HBPCUs and public doctoral degree-granting institutions for the purpose of identifying and enrolling talented minority students in Ph.D. programs.

Goal III: Encourage cooperation between majority-minority institutions.

Goal IV: Influence public policy and programs in graduate education.

III. Rationale of the Feeder Program

Given the magnitude and scope of this challenge, policies and programs advancing minority Ph.D.s can best be pursued cooperatively among majority-minority institutions and in the context of a national framework. A tightly coordinated national effort under the leadership of NASULGC/AASCU that builds on the combined achievements of institutional programs will have greater impact on the production of Ph.D.s. Further, a key strength of a national effort is NASULGC/AASCU's ability to:

- Create a centralized, systematic and comprehensive program focusing on one national imperative;

- Contribute to the advancement of public policy and national interest in the production of minority Ph.D.s;

- Bring together the expertise and resources of a group of major universities that play a vital role in the production of human capital;
- Capitalize on existing programs at majority-minority institutions, while exploiting an extensive complement of educational resources;
- Create a program on a scale and scope unattainable at any one institution;
- Encourage information-sharing among a consortia of institutions with the support of a mission-oriented team of senior academicians; and
- Administer a cost-effective national program that adds value to the quality of campus-based programs.

Institutional resources and expertise proliferate among the task force members, the institutions they represent and the targeted colleges and universities. The targeted institutions have top-quality scientific and engineering faculty who can assist the task force in implementing this program with ingenuity and innovation. Moreover, they constitute a significant resource in identifying additional funding sources in the public and private sectors. Beyond the production of students, this program will encourage cooperation between majority-minority faculty, which is value-added in fostering cultural diversity and educational opportunity.

IV. Establish a National Task Force

Fully operational, the National Minority Graduate Feeder Program will create a professional network linking HBPCU and research university faculties. Ultimately, the program will provide fellowships to juniors at the HBPCUs to support them for their remaining years of undergraduate study and at least three years of doctoral study at a selected research university.

To involve member institutions in program planning, design and operation, a National Task Force on Graduate Education has been created and will meet in May to design detailed action plans for program implementation.

V. Members of the National Task Force

Co-Chairs:	Dr. Patrick Swygert, President, State University of New York at Albany
	Dr. Ryan C. Amacher, President, University of Texas at Arlington
NASULGC Representatives:	Dr. Richard Hogg, Provost and Vice President for Academic Affairs, Florida A&M University
	Dr. Ettore F. Infante, Senior Vice President for Academic Affairs and Provost, (Represented by Dr. Josie Johnson, Associate Vice President for Acadmic Affairs), University of Minnesota
	Dr. William A. Sibley, Vice President for Academic Affairs, University of Alabama at Birmingham
	Dr. Debra W. Stewart, Dean, Graduate School, North Carolina State University
	Dr. Moses Turner, Vice President for Student Affairs, Michigan State

University

AASCU Representatives:	Dr. Frank S. Black, Vice Chancellor for Academic Affairs, University of Tennessee at Martin
	Dr. Frank A. Franz, President, University of Alabama at Huntsville
	Dr. Yolanda T. Moses, President, City College, City University of New York
	Dr. Wendell G. Rayburn, Sr., President, Lincoln University, Missouri
	Dr. George W. Reid, Vice President for Academic Affairs, Savannah State College, Georgia

VI. Primary Responsibilities of the National Task Force

- Develop a comprehensive information system linking HBPCUs and public doctoral institutions for the purpose of identifying at least 10 academically exemplary students majoring in mathematics, engineering and the sciences at HBPCUs;
- Engage students, faculty and administrators in all aspects of the program including recruitment, financial aid assistance, academic enrichment and counseling;
- Work with campus coordinators who will serve as mentors/advisers to incoming students;
- Develop an assessment mechanism to monitor the performance of participating institutions and the academic and professional progress of program fellows; and
- Convene a national meeting with institutional coordinators and key leaders in higher education to review the project and to formulate policy and program recommendations on the production of minority Ph.D.s.

Appendix I: Potential Participating Historically Black Public Colleges and Universities

Alabama:	Alabama A&M University Tuskegee University
Arkansas:	University of Arkansas at Pine Bluff
Delaware:	Delaware State University
District of Columbia:	University of the District of Columbia
Florida:	Florida A&M University
Georgia:	Albany State College Fort Valley State College Savannah State College
Kentucky:	Kentucky State University
Louisiana:	Grambling State University Southern University & A&M College

Maryland:	Bowie State University Coppin State College Morgan State University University of Maryland Eastern Shore
Mississippi:	Alcorn State University Jackson State University Mississippi Valley State University
Missouri:	Lincoln University
North Carolina:	Elizabeth City State University Fayetteville State University North Carolina A&T State University North Carolina Central University Winston-Salem State University
Ohio:	Central State University
Oklahoma:	Langston University
Pennsylvania:	Cheyney University of Pennsylvania Lincoln University
South Carolina:	South Carolina State University
Tennessee:	Tennessee State University
Texas:	Prairie View A&M University Texas Southern University
Virgin Islands:	University of the Virgin Islands
Virginia:	Virginia State University Norfolk State University
West Virginia:	Bluefield State College West Virginia State College

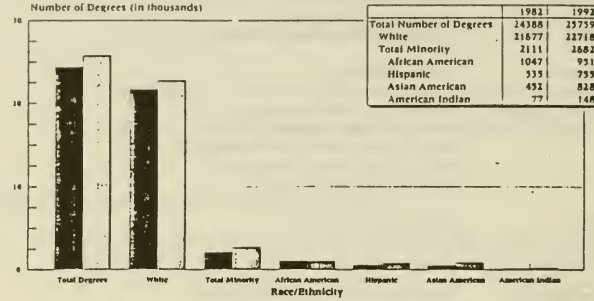
Appendix II: Potential Participating Doctoral Degree-Granting and Research Universities

Alabama:	University of Alabama
California:	University of California, Berkeley * (1) University of California, Los Angeles * (8) University of California, Davis * (11)
Florida:	University of Florida
Illinois:	University of Illinois at Urbana-Champaign * (2)
Indiana:	Purdue University * (4)
Louisiana:	Louisiana State University System
Maryland:	University of Maryland, College Park * (9)
Michigan:	University of Michigan * (10)
Minnesota:	University of Minnesota * (6)
New Jersey:	Rutgers, The State University of New Jersey * (7)
North Carolina:	University of North Carolina at Chapel Hill * (12) North Carolina State University
Ohio:	Ohio State University * (5)
South Carolina:	University of South Carolina, Columbia
Tennessee:	University of Tennessee, Knoxville
Texas:	Texas A&M University University of Texas, Austin * (4)
Virginia:	Virginia Commonwealth University
Wisconsin:	University of Wisconsin Madison * (3)

*Ranked by Ph.D. Production

Chart I

Doctorates Awarded to U.S. Citizens by Race/Ethnicity 1982 and 1992

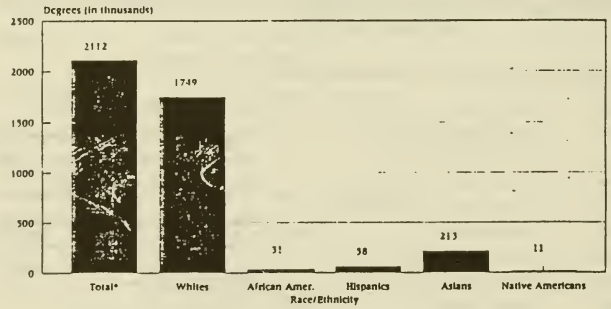


	1982	1992
Total Number of Degrees	24388	25759
White	21677	22718
Total Minority	2111	2682
African American	1047	931
Hispanic	535	755
Asian American	432	828
American Indian	77	148

Source: American Council on Education, Minorities in Higher Education, 1992

Chart II

Doctorate Degrees Awarded to U.S. Citizens in Engineering 1992



*Note: Total includes degrees awarded to unknown races

Source: American Council on Education, Minorities in Higher Education, 1992

AASCU/Sallie Mae Retention Project

November 19, 1993

American Association of State Colleges and Universities

National Student Retention Survey Results

With funding from the Student Loan Marketing Association (Sallie Mae), AASCU initiated a three-year national project to promote student achievement, retention, and graduation at state colleges and universities. Through the project's annual surveys, AASCU seeks to determine trends in first- to second-year retention and graduation rates. AASCU's project is unique because it focuses on institutional capacity rather than on individual behavior.

Each year of the project, 39 presidents are invited to bring campus teams to participate in regional retention conferences hosted by national leaders in student retention. During the first year of the project, regional retention conferences were hosted by presidents Herman James, Rowan College of New Jersey; Diana Natalicio, University of Texas at El Paso; and Wendell Rayburn, Lincoln University (Mo.). In 1994, presidents David Carter, Eastern Connecticut State University; Judith Ramaley, Portland State University (Ore.); and John Worthen, Ball State University (Ind.) will host regional retention conferences.

AASCU asked members to assess their strengths and weaknesses in retention and to report on levels of retention of various student cohorts. Survey respondents were classified according to the three stages of retention program development as defined by Richardson, reactive, strategic or adaptive. With input from a national advisory panel of retention scholars, each year the survey instrument is designed to monitor member institutions' progress through Richardson's stages.

After an analysis of the data collected from the Presidents' Questionnaire (N=165) and the Data and Characteristics Questionnaire (N=140) during the first year of the project, AASCU was able to delineate the status of retention efforts on member campuses and to identify issues that needed further attention. Several issues emerged as a result of the data analysis. All point to the need to enhance campus infrastructure in support of student retention.

- **Presidential leadership was the primary catalyst for campus retention efforts for 85 percent of the institutions who completed the Presidents' Questionnaire.** After presidential leadership, respondents (60 percent) reported institutional research results as a primary catalyst for establishing offices and/or initiating programs to promote student retention and degree achievement. Sixty three percent of survey respondents said they have stated goals for student retention and graduation. However, the majority (75 percent) do not have stated numerical retention and graduation goals. The primary modes of communication of stated goals include strategic planning documents (77 percent), presidential statements (60 percent) and freshman orientation (40 percent).
- **The majority (87 percent) of campuses routinely measure student retention.** For each first time freshmen cohort, 70 percent of the respondents annually collect retention data until graduation or withdrawal, versus by semester (23 percent) or upon completion of hours (8 percent). Sixty-nine percent annually collect retention data for each transfer cohort. In addition, survey respondents stated they collect retention data by the following variables: native/transfer student (56 percent), other (43 percent), full- or part-time status (42 percent), academic major (41 percent), residential status (31 percent) and age (24 percent).
- **For all students, institutions reported first- to second-year persistence rates ranging from 27 to 93 percent. For African-American students,** respondents reported first- to second-year persistence rates ranging from 10 to 99 percent. For women, institutions reported first- to second-year persistence rates from 35 to 93 percent; and for men, from 23 to 93 percent.
- **However, only 70 institutions were able to report first- to second-year persistence rates for students by race/ethnic groups. Only 51 institutions were able to report graduation rates for students by race/ethnic groups. Only 70 institutions reported graduation rates for community college students transferring as juniors in 1987.**

The literature addresses the importance of a student's sense of institutional fit (Tinto, 1987) to student retention programs. The results of the study appear to support the premise that student retention programs improve students' comfort levels at state colleges and universities.

- **A little more than half of the respondents (53 percent) stated they could document increased student satisfaction with the campus and increased satisfaction with academic services (57 percent) as a result of campus programs to promote student retention and degree achievement.**

Institutions noted the following as documented outcomes of programs to promote student retention and degree achievement: increased use of academic services (84 percent); increased retention

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Retention Survey

(Continued from other side)

rates (80 percent), and improved graduation rates (51 percent). In order to measure programs impact or outcomes institutions reported using student tracking systems (91 percent), student surveys (83 percent) and individual student interviews (66 percent).

• Orientation (118) and tutoring (108) offices were the most frequently cited administrative offices and student retention programs. Faculty referral (89 percent) was the primary way students were invited to participate in tutoring programs. While these efforts by colleges and universities improve retention rates, they do not have a similar impact on graduation rates unless a campus is willing to change its teaching and learning practices (Richardson, 1991).

• For full time, first time freshmen admitted in fall 1985, the average SAT score reported was 814 I; the average ACT score reported was 16.8; and the average high school GPA was 2.98. For the fall 1985 cohort four year graduation rates varied widely, ranging from 3 to 65 percent. For the same cohort, the range of six year graduation rates was higher than the four year graduation rate, ranging from 6 to 81 percent. Questions in the 1993 survey will seek to clarify reasons for the low graduation rates.

• With respect to graduation rates, AASCU was disappointed to learn that most institutions could not report four- and six-year graduation rates by ethnicity. Using NCAA data for Division I schools (1992), AASCU researchers examined the six year graduation rates of different ethnic cohorts enrolled at AASCU institutions (N=827,732). This study showed high variance in graduation rates by race and gender, ranging from a low of 19.4 percent for Hispanic males to a high of 43.8 percent for Asian females.

From 1980 to 1992, 61 percent of the survey respondents reported an increase in six-year graduation rates for full-time, first time freshmen; 27 percent stated their six year graduation rates overall remained the same; while 13 percent reported an overall decrease in their six year graduation rates.

As institutions change their environments to welcome diverse student groups, the relationship of faculty reward systems to faculty involvement in student assessment programs, learning assistance programs, and improved teaching should be considered.

• A majority (65 percent) of the survey respondents take into consideration activities such as teaching, academic advising, mentoring, and tutoring during the promotion and tenure process. Faculty/staff development programs on teaching/learning (73 percent) and cultural diversity (67 percent) were primary increases provided to campus staff/faculty to increase their participation in student retention efforts.

• A sizable majority (75 percent) of respondents' retention programs are funded by state appropriations. Almost all respondents (96 percent) noted budget cuts in state appropriations as a situation that would threaten the continuation of student retention programs. A sizable majority (77 percent) believed that if programs are funded by institutional base budgets and built into strategic planning efforts (74 percent), then the programs will become institutionalized. Top administrative support was noted by 86 percent of the respondents as an effort needed to ensure institutionalization of student retention efforts on campus. However changes in top administrative personnel (board, 7 percent and president, 28 percent) or faculty (10 percent) were not seen by respondents as a threat in the continuation of student retention programs.

A majority of the survey respondents (64 percent) classified themselves as primarily commuter, and 36 percent as primarily residential. The average percentage of undergraduate students who live on campus was 26.

With the advent of the Student Right to Know Act and other accountability requirements AASCU institutions will need to be able to report far more data about institutional effectiveness than most are now collecting.

The 1992 research findings indicate that member institutions need:

- better academic support systems to track student achievement by gender, ethnicity and transfer status;
- greater awareness of the diversity of learning styles found in today's student body;
- institutional studies focusing on factors that cause attrition among selected cohorts;
- assistance in effecting institutional changes that will lead to improved rates of graduation for traditionally underrepresented populations;
- assistance in monitoring and assessing the impact of academic program and infrastructure changes on student achievement, and
- better understanding about the linkage between institutional culture, the learning environment and student success.

Using the results of its 1992 and 1993 surveys, AASCU will continue to assist state colleges and universities to improve not only their student tracking and reporting capabilities but also their rates of participation, retention and graduation for students who have traditionally been underrepresented in American higher education.

For more information on the AASCU/Sallie Mae Retention Project, contact Pamela Arrington at 202/293-7070.

The Department of Education is funding activities to improve high school retention and graduation rates of low income and educationally disadvantaged students, improve their academic skills and prepare them for postsecondary education or jobs.

Deadlines: June 1. Applications available Jan. 28. Funds: 10 plans to make 14 grants ranging from $250,000 to $400,000. Eligibility: Higher education institutions, state higher education agencies, consortia of any or more higher education institutions or state higher education agencies or both. Contact: Mary Weaver at 202/708-4804. Ask for CFDA number 84.204.

[Editor's note: Due to the high cost of printing, the booklet submitted by Mr. Richardson entitled: "Sallie Mae National Retention Project" is retained in the files of the committee. It may be obtained from the American Association of State Colleges and Universities.]

TESTIMONY OF DOCTOR HARRISON B. WILSON

President, Norfolk State University
Norfolk, Virginia 23504

Appearing before the U.S. Senate Subcommittee on Education, Arts and Humanities on the topic "Minorities in Higher Education," Tuesday, May 17, 1994

Introduction

I am Dr. Harrison B. Wilson, President of Norfolk State University (NSU). Norfolk State is located in the southeastern quadrant of Norfolk, Virginia. The site of the University is approximately two miles from the civic center of the city, four miles from the Portsmouth shipbuilding facility, five miles from heavily populated Virginia Beach, and, most significantly, NSU is situated in the heart of the Brambleton area--an urban concentration of African Americans. The University is in easy commuting distance from all locations in the Hampton Roads area.

With an enrollment of 9,000 students, a faculty of 500--fifty per cent with earned doctoral degrees--nine schools, sixty-two degree programs, and more than twenty special academic programs, institutes and community service programs, Norfolk State University is the fifth largest of the 105 Historically Black Colleges and Universities (HBCUs) in America. The university was founded in 1935 as Norfolk State College--a unit of Virginia Union University. It grew rapidly through four distinct periods: 1942--Norfolk Polytechnic College; 1969--fully independent from Virginia State College; 1979--granted University status, authorized to grant masters degrees; 1994--authorized to grant the doctoral degree.

The rapid growth and development of Norfolk State University are functions of its responses to the needs of its clientele areas. The university was established in 1935 amid the Great Depression when thirteen to fifteen million people were unemployed. The unemployed included approximately 25 percent of the nation's heads of households. More than just physical numbers, the entire nation was only beginning to recover its spirit under the aegis of The New Deal. The welfare of African Americans was of special national concern.

Efforts to forge a place for the newly emancipated Negro during the Reconstruction Period had borne little positive results. The resort to violent suppression during the early years of the 20th century was a harsh revelation of the majority's inability to cope with the needs of Negroes. Forty years after Plessy versus Ferguson (1935), the separate but equal doctrine had become the classic response to accommodating the Negroes into the main stream.

The founding of Norfolk State in the presence of such universities as William and Mary University, founded in 1634, was consistent with the majority's demonstrated a conclusion that Negro Institutions serving Negro clientele was the only sure way toward their becoming full partners in the American enterprise. Forty years after Brown versus the Board of Education (1954), the nation is finding in 1994 that the institutional ethos accruing to the black college through the periods cited is more suitable to the learning requirements of black students--and increasingly of white students as well--than the institutional structures and programs of majority institutions. This accounts in measurable part for enrollment of white students at Norfolk State University which reached 10 percent in 1993.

The Minority Professoriate

Problems. The current problems concerning **The Minority Professoriate** can be categorized as stemming from at least seven specific sources: First, the historic denial of minority candidates from admission to advanced programs of study in many institutions of higher learning, second, the chronic scarcity of funds for support of advanced studies, third, the pronounced deficits in preparations for advanced studies, fourth, absence of more and better opportunities for experiences in understudy roles such as teaching assistants in prestigious graduate programs, fifth, opportunities for research in instructional methodologies relevant to expected career expectations, sixth, absence of developmental faculty training

programs in minority universities, and seventh, insufficient partnerships for faculty development.

1. Restrictions on Admission. While admission of minority scholars to programs of advanced studies is no longer a factor in professional preparations, the scarcity of senior minority professors is still limited due in significant part to the long period when young minority scholars were denied admission to prestigious graduate schools serving their regions. Such denial--dominant in the 1950s--influenced career choices of minority professionals for years to come. The choice of doctor, minister, lawyer, mortician, et al., kept many minorities from careers in higher education. Only a relatively few ventured beyond the bachelor's degree.

Where there might now be a significant cadre of distinguished professors in their late sixties or early seventies who could strengthen programs of professorial development, there are retirees from the military, religious organizations, from low level teaching positions, from government, a few from the corporate world, and from various other service areas. Efforts to marshal the equity among the few academic leaders who remain active have had minimal results due mainly to institutionalized attitudes and lack of resources for this purpose. **Enrichment of any professoriate is measurably a function of history, and the history of the minority professoriate is woefully lacking in necessary relatedness.**

2. Support for Advanced Studies. There are approximately 1500 senior colleges and universities in the U.S. The 75 senior Historically Black Colleges and Universities produce more than half of the total number of minority college graduates annually. The inequity in the production of minority college graduates is inversely proportionate to the resources available for advanced studies in these institutions. HBCUs have only a small fraction of the total resources available nationwide for graduate studies. In one case, a major state university was provided a million dollar grant for the recruitment of minority students. This one allocation just for student recruitment exceedes the totascholarship aid for both undergraduate and graduate students at my institution support for a period of two years. More fundamentally, programs of advanced studies at HBCUs have traditionally received little encouragement and modest support. It makes sense that if the HBCU is selective for preparing minorities for advanced academic and professional careers, they could become just as selective for implementing such studies. A network of institutions could provide enviable programs of advanced studies that would materially impress the basic program of enhancing and enriching the minority professoriate.

3. Preparations for Professoriate. Unlike the recruitment of intercollegiate athletics, minority students are not identified for careers in higher education until quite late in their educational preparation, if at all. I believe that more often than not, our professors are self selected after they begin their postsecondary education. It is not uncommon for such selection to take place by default. How many professors in higher education began as prospective doctors, lawyers, fashion designers, industrialists, et al? Training for such careers can be especially beneficial to classroom instruction in any discipline, but much better would it be if all who are important in the life of the student knew early that a minority student was being educated for higher education? Such early identification would not only improve the prospects for a successful career as teacher-researcher, it would also help immeasurably to focus upon deficits in curriculum and instruction in precollege experiences for necessary improvements and corrections. Thus, the system of public school might be made more relevant and meaningful. Such improvements are applicable as well to postsecondary exposures for the prospective professor.

4. Understudying the Professoriate. As head of a major historically black university for nearly twenty years, I have seen many bright young faculty persons begin their careers, apparently without the slightest notion of what is expected of a professor in higher education. Too many come with unrealistic visions of the kind of personal and professional behaviors are expected. At one end of a behavioral spectrum is the beginning teacher who has such an exalted opinion of his/her new status that the student and the subject matter are incidental. At the other, the new Ph.D. is so consumed with his/her knowledge of the academic discipline that he/she lectures like "there's no more tomorrow." Between are those who identify their positions as paths to social imminence, as researcher/publishers par excellent, as "father

confessor" to students, et al. As in the field of medicine, it would be well if the prospective professor could become identified with codified behaviors that might guide his/her academic maturation. I see very few limitations in the application of this idea. Also, I do not believe that the traditional teaching assistant as being the sole agent of "transfiguration."

5. Instructional Methodologies. Like many others, I would like to believe that effective teaching has common denominators no matter where its rules are applied. This, however, is simply not the case. In one instance, a bullhorn and severe applications of discipline may suffice. In another, a strong nurturing influence might prevail. In yet another, it might focus upon the fascination of technocracy. Whatever the case, one conclusion seems clear: The learning requirements of minorities are significantly different from those of the majority. On one hand the difference may be related to class, on the other it might reflect situational circumstances within the same class. In any case, the perceptions tend to be substantially different and therein lies the determinants for optimal learning. It is simply not possible for a minority-by-history to perceive a learning environment in the same way as the majority-by-history. A situational minority may respond quickly as the situation is improved. The response time of the historical minority may be proportionate to the nature and duration of the history. Thus, the minority professor is expected to infuse his/her knowledge, skills, attitudes, strategies, techniques, procedures, practices with the precepts that distinguishes the minority from the majority. This means that the successful minority professoriate demands instructional skills beyond those of his/her majority counterparts.

6. From Instructor to Professor. The normal approach to faculty development stems from the proposition that every instructor in higher education seeks to become a professor in his field. We know that this is not a realistic goal under any circumstances. Nonetheless, programs faculty development should be designed with this ideal in mind. Two problems are evident in this basic regard: First is the proverbial shortage of funds to support faculty development. Second is the absence of negligence to prioritize faculty development within the existing capabilities of the institution. The second is frequently a product of the first--habitual programming from the weakness of scarce funding reduces its relative importance in institutional planning and erodes creativity. The department head dares not dream of faculty enrichment when he/she has inordinate difficulties meeting basic staff requirements.

7. Quality Control in the Professoriate. A major problem in all institutions--profit and nonprofit--is quality control among the necessary variables of operations. In higher education generally, the quality of professorial contacts can vary from the sublime to the ridiculous. In a single week, the student can experience the brilliant address of the most creative intellect, and the doleful incantations of stifling and obsolete lecture notes. It is doubtful that this condition can be completely corrected, but better attempts should be made to achieve more of the former and less of the latter. Such attempts can become hopelessly complex.

The most exhaustive inventory of instructional and research skills does not assure uniform effectiveness among all exposed to such listing even if optimum ingestion of these skills can be shown. So much of effective teaching is subliminal. A set of facts imparted by one teacher may evoke excitement about the learning process. Presented by another, the same set might generate little or no reaction--even to the point of compounding a simple lack of understanding to the level of impossible confusion. Senior professors whose skills have produced successes over extended time should become obligatory mentors to newer faculties. The intent of such mentorship is not to create clones, but to facilitate the process of assimilating the kind of nonverbal skills that have found usefulness in the teaching-learning process. While this is true anyway, it becomes more critical in the work of the professor whose students are significantly minority.

Promising Solutions. There are many promising solutions to problems of expanding

and enhancing the minority professoriate. I would suggest that hardly a single institution is without some preferred approach to the challenge. For the most part, these solutions are disparate, discontinuous and under utilized. Accordingly, the most promising solutions would be systems oriented, long term and studiously promoted. The minority professoriate should become an institutional function in the long range planning of the institution and carefully directed to the attention of the most promising of the young minority scholar. At Norfolk State University, faculty development is projected in the context of ten-year outlook of the university. Some of the major programmatic thrusts of NSU for the decade 1995-2005 are as follows.

1. Doctoral Programs. NSU has been authorized by the Virginia State Council on Higher Education to offer the doctoral degree in Social Work beginning in 1995. Additionally, Norfolk State has been invited to submit proposals for offering doctoral degrees in computer science, chemistry and mathematics. NSU is fortunate to have attracted a coterie of scholars in these areas that makes the initiation of doctoral studies quite feasible. We are aware, however, that initiation of doctoral studies--especially in science, mathematics, and technology--carries with it a major obligations for faculty development through the acquisition of new faculty and the activation of inhouse programs of faculty enrichment. The university's mission to the urban community will dictate the focus to which faculty talent will be addressed in these and other areas of the academic program. **See EXHIBIT A**

2. Urban Institute. Norfolk State University has plans underway to establish an Urban Institute that will have impress the institution's systems throughout the organization. The Institute is being designed to provide an institutional focus on resolution of the many social problems that plague our cities and increasingly, our suburban areas as well. More specifically, the Urban Institute will stress preparation of leadership for solving such problems as crime, violence, family dysfunctions, teenage pregnancies, homelessness, public health matters, environmental matters, and functional illiteracy. It is not intended that Norfolk State University should become community activists--although some proactive involvements would be inevitable. The University will provide a physical location and a programmatic mechanism where thought leaders in urban affairs may deliberate on long range strategies for improving life prospects in the urban community. We feel that this could become the signature of Norfolk State, for urbanization is irrefutable and irreversible nationally and globally. **See EXHIBIT B**

3. University Studies and Entrepreneurship. The State Council on Higher Education of Virginia (SCHEV) has mandated that public colleges and university of Virginia formulate and execute a "Restruction Plan" by 1995. This mandate includes by reference specific prescriptions of the Southern Regional Education Board (SREB). Prominent among the listed requirements is "Focus more attention on jobs." This is especially relevant to the mission of Norfolk State University. Accordingly, we have outlined a prospectus for establishing a **Forum for University Studies and Entrepreneurship" (FUSE).** The general purpose of FUSE is bring about an optimal fusion of the practical aspect of job placement, job creation and the traditional requirements of academia. Conceptually, along with developing skills, attributes, and attitudes for his own career, each student of the university will become involved in creating jobs for at least one other student. The Forum would brings corporate personnel, investors, students, faculty and staff together in extended dialogues to determine how such an institutional thrust might be realized. This would place an especially heavy burden upon faculty and the faculty advisement system. The FUSE prospectus takes into full account the impact that this orientation will have on the minority professoriate. **See EXHIBIT C.**

4. Partnerships in Faculty Development. Norfolk participates in many consortial relationships with peer institutions in the Tidewater area and beyond in the interest of faculty development. Representative of such program arrangements is the partnership with Southern Universities Research Association, Inc. (SURA), the Managing and Operating contractor for the Continuous Electron Beam Acdelerator Facility. This partnership is intended to establish a partnership between NSU and SURA to create a faculty group at NSU that will be internationally prominent in strong interaction nuclear physics research and will expand the capability of the materials research faculty group at NSU to achieve international prominence

in materials development. This partnership will enhance the available research opportunities for both NSU faculty and the staff of SURA, and will further strengthen the scientific community in the vicinity. In addition, the poartner ship will accelerate plans to implement new graduate programs in the sciences at NSU, and will therefore jprovide increased graduate opportunity minority students in the sciences. Like others of its kind at NSU, this program is looking forward to revision and expansion to include additional faculty member, post-doctoral associates, and graduate students

New Directions. I conclude my remarks with two recommendations for solving the problems as outlined above by enriching the promising programs already in operation, and by developing new program parameters. I urge the Senate Subcommittee on Education, Arts and Humanities to give prayful consideration to bringing these matters to the attention of the full Senate for prompt actions.

1. Fund the Urban Grant Act of 1977. The Urban Grant Act of 1977 grew out of the efforts of selected colleges and universities to codify the role of higher education in stabilizing the inner cities of the U.S. These efforts, in turn, reflected the experiences of these institutions to return stability to the campuses of urban-situated colleges and universities after the uprisings of the 1960s. I believe very strongly that had the Act been funded adequately at the time of its passage and key institutions given the freedom to apply their significant talents, many of social ills of the urban communities world either not exist at all or would not be nearly so severe. The present condition of the urban community demonstrates again that the best and least costly approach to maintaining social equanimity is to solve problems the first time they manifest themselves. Left unresolved or just placated, they are most certain to return with greater force and complexity. It is difficult to imagine our communities falling into further disarray, but negligence, indifference of half hearted efforts can result in further confusion and decay.

2. Fund selected minority institutions for developing greater capabilities in graduate programs. Historically Black Colleges and Universities (HBCUs) are selective for such a mission as summarized in 1, above. They are yet characterized by a marked homogeneity and the capability for redirection of institutional strengths. This is not to suggest that all HBCUs are equally capable to address urban problems in the manner suggested. A carefully assessment of existing program thrusts of urban-situated HBCUs sill indicate those that could make the most significant contribution to such issues as crime, violence, social dysfunction, functional illiteracy within reasonable time periods. A cadre of underutilized leadership is available to these institutions to focus resources to bear upon the resolution of problems as indicated. Please see attached EXHIBITS for further program details.

On behalf of the students, faculty, staff, alumni and supporter of Norfolk State University, I express my special thanks for the opportunity to offer testimony before this distinguished Subcommittee of the Congress. I sincerely hope that it contributes measurably to the resolution of the problems that we all view with considerable anxiety.

Thank you.

EXHIBIT A

DISCUSSION OF DOCTORAL PROGRAMS AT NORFOLK STATE UNIVERSITY

For two decades or more, Virginia higher education has been concerned about the small number of African-American faculty teaching in the state's colleges and universities. In reality, this is a national problem that is not being solved very well as the population comes to include increasing numbers of persons who are minorities by color, ethnicity, or language.

Virginia has sponsored special graduate study fellowships designed to help African-Americans earn doctoral degrees. While these and efforts in other states have been helpful, they

have not yet made an adequate difference in Virginia's or the nation's Statistics. Between 1983 and 1991, the number of doctoral degrees awarded to African-Americans in Virginia almost doubled, but the total number was only 42, or five percent of the total.

In the 1992 Session of the General Assembly, funds were allocated to enable Virginia to participate in an Southern Regional Education Board (SREB) initiative to make the preparation of African-American faculty a regional effort. These funds will come from those available to support equal educational opportunity programs. Significant foundation support has been pledged to SREB for the developmental stages of this effort. This program is promising, but it is not enough to meet the urgent need for more and more diverse faculty to teach the students who will enter Virginia's colleges and universities during the latter half of this decade.

Therefore the Council staff recommends that Virginia take yet another problem action that will contribute to solving this pressing problem.

The staff recommends that the Council of Higher Education recommend to the Governor and the General Assembly that Norfolk State University be provided the financial support and technical assistance necessary to prepare it to assume doctoral-degree-granting status.

Norfolk State is a strong and successful university with a good performance record over the years. While it does not restrict its enrollments to African-Americans, its traditions as an historically black university make it an hospitable place for them: presently, half its master's-level graduates are African-American or other minority, and half are white.

This university, adequately prepared and strategically strengthened, can be expected to attract a significant number of minority students to its graduate programs. In 1991, Norfolk State awarded a fifth of all the master's degree granted to African-Americans by Virginia's public universities, and a similar productivity might be expected from its doctoral programs. Norfolk State could become a magnet for students throughout the nation with doctoral programs that are carefully selected, well designed, and grounded on a solid undergraduate base.

The staff envisions a period of time during which Norfolk State receives special funding to develop doctoral capacity (faculty, curricula, library and other support) and to improve certain aspects of its undergraduate and master's programs, so as to provide a strong foundation for the doctoral programs. It would seek the advice of the national academic community, especially the deans of strong doctoral-level graduate schools. It would begin to adjust its total academic program and enrollments in ways appropriate to its new role.

The university should be encouraged to build doctoral programs in disciplines in which African-American faculty are especially in short supply. One of the most visible recent successes of Norfolk State is the creation of honors programs in mathematics and the sciences for talented undergraduates. These programs could well be the base on which doctoral programs are built. Moreover they graduate an exceptionally large percentage of their students, and in this respect they could serve as a model for other undergraduate programs at the university.

At this point, it is impossible to estimate reliably how much funding this initiative would take, partly because the Council staff does not yet know which programs Norfolk State will propose to move to the doctoral level. For 1993-94, however, the staff proposes an allocation in the neighborhood of $500,000 to take the first steps in the process: hiring persons to design the proposed programs and defining and accomplishing some initial objectives in strengthening the undergraduate base.

Past practice of the Council of Higher Education staff has been to receive proposals for new programs or mission change from institutions, not to initiate them. But recently, the staff has encouraged James Madison and Radford universities to develop new colleges and Mary Washington College to plan a second campus. These developments reflect the staff's efforts to help Virginia higher education realize the vision proposed for it by the Commission on the University of the 21st Century. As colleges and universities are urged to change in ways demanded by events in the world, the role of the Council must change as well.

The staff suggests that the Council discuss this recommendation at its September, meeting and decide whether to recommend it to the Governor and General Assembly for consideration in the 1993 Session.

Staff preparation by Margaret A. Miller

EXHIBIT B

NSU Communiqué

June 1983 Norfolk State University Vol. 14 No. 6

The National Urban Institute--A Vision

Norfolk State University recently announced its vision to create a National Urban Institute by the year 2000. "This vision is both timely and appropriate," says Dr. Harrison B. Wilson. "Timely because of the changed national focus from the cold war to internal problems, particularly the challenge of our inner cities, and appropriate because Norfolk State University is a minority university located in the heart of the inner city. Who can do it better? We hope that eventually the Institute will evolve into the Urban Think Tank for America."

Planning efforts are currently underway to refine the National Urban Institute vision into a dynamic reality. The Institute will adopt as its mission the following needed urban functions.

* Research and Study. The conduct of urban research and studies on matters of social concern that confront the city, state and the nation.

* Neighborhood Services. The study of the correct delivery of an array of much needed neighborhood services to residents in disadvantaged urban areas. The Brambleton area would provide a field laboratory for this effort.

Special School. The creation and operation of a special school in conjunction with Norfolk school officials that will attempt to significantly improve the educational success experiences of at risk students.

The proposed Institute will have the capability to engage many urban problems. Chief among them would include housing; homelessness; economic development; drug addiction, criminal behavior; neighborhood services; services to the elderly; job training; urban health; family therapy; urban fiscal management and matters related to educational achievement for at risk urban students.

Employing the faculty research expertise from an array of urban affairs related studies the Institute will seek out opportunities to collaborate with neighboring residents, Norfolk city departments and agencies, and the Norfolk Redevelopment and Housing Authority on critical urban research studies and grantsmanship needs. The Institute planners firmly believe that such a partnership formed among NSU, the community and the city will make the Institute very valuable in providing internship placement opportunities for both graduate and undergraduate students, while simultaneously providing a municipal technical training support facility for the City of Norfolk and other government agencies.

The neighborhood service delivery effort will make up an important portion of activities carried out by the Institute. This delivery effort serves the local Central Brambleton community but is primarily for academic purposes to answer the question "What is the best way to deliver services to a disadvantaged community?" The area of neighborhood services represents the future continuation and expansion of services that have traditionally been offered by NSU as a part of the University's Community Outreach Program. Services that include food stamp distribution, community health projects, family counseling, juvenile delinquency counseling and programs for youths and the elderly have been coordinated and administered from the Brambleton Community Center. This center was made available to NSU in 1987 by the City of Norfolk under the provisions of a "one dollar per year lease program."

The NSU Urban Institute will also create a special school in conjunction with the local school officials for urban youngsters who are at high risk for failure by virtue of family background, neighborhood circumstances and readiness levels for academic work. This school will be designed, equipped and staffed for the purpose of improving the educational success rate of urban youngsters who, otherwise, would have difficulty advancing and maximizing their school opportunities. The Institute planners are convinced that NSU possesses the expertise, orientation and commitment to produce dramatic results in this very important aspect of urban life.

This vision, in the words of President Wilson, "Represents an excellent opportunity for the entire community to consolidate its resources in an effort to make a substantial difference in the quality of urban life. We regard the Institute as a winner, a unique function for NSU, a minority and urban university, which will address the greatest challenge facing the nation and proceed into the future as an asset to the city and the community. The Institute will make this a better place."

EXHIBIT C

FORUM FOR UNIVERSITY STUDIES AND ENTREPRENEURSHIP (FUSE)

Prospectus for an Institutional Emphasis
at
Norfolk State University

A. Prospectus

It is proposed that Norfolk State University should consider establishing an institutionwide Forum for University Studies and Entrepreneurship (FUSE).

The purpose for this program thrust is to provide a mechanism for an organized inquiry into the feasibility of fusing academic studies, job placement and job creation with requirements for baccalaureate qualifications. This concept would assure that every student in the university, regardless of academic discipline or career option, should explore practical avenues of entrepreneurship as a critical component of his major academic and professional preparations. In a word, each student should study not just to meet the requirements for his/her individual entry into a career field, but also to examine acutely every possibility for generating employment for others with similar interests and aspirations.

This emphasis should begin with orientation to the processes of higher education and end only upon graduation. Hopefully, his graduation is synonymous with full time employment beside a representative number of his classmates. The entrepreneurial spirit should follow the graduate into the world of work, generating jobs for ever increasing numbers of university graduates. Eventually, the entrepreneurial spirit should become manifest even before the student reaches the University level. This prospectus, however, is restricted to possibilities at the university.

B. Program Rationale

Two major forces converge to make entrepreneurship a sine qua non of education for African Americans: First, the long history of subordinating our physical and intellectual resources to the demands of the majority group; Second, the decline in needs for human energies to satisfy the work requirements of contemporary and future economic institutions. The long dark history of slavery does make clear that African Americans were the primary workforce for building and maintaining the economic machinery of America's fledgling democracy.

The end of slavery and the beginnings of the Industrial Revolution are almost synonymous on an extended outline of history. For some, it is difficult to determine if the Civil War was not really precipitated by advance thinkers on the leading edge of industrial development in America, if only to out pace the Europeans. Which came first, the decision that means must be found to replace black cotton pickers from Africa? Or invention of the cotton gin and inevitably, the mechanical cotton picker? The mutations of ideas might readily enforce the conclusion that a Nostradamus-like intelligence presaged the pattern of denial that has dogged the African and inevitably, the mechanical cotton picker? The mutations of ideas might readily enforce the conclusion that a Nostradamus-like intelligence presaged the pattern of denial that has dogged the African American existence.

While one might view such postulation about the dynamics that led to the Civil War and "Emancipation" of slaves unduly cynical, the same cannot be said about the implications of contemporary circumstances. Clearly, we are fast approaching the time when the "rationing" of work is a reality. On the one hand, we speak of an emerging service economy based on the Information Age, on the other, the traditional "service" group--African Americans--is the least favored where the "rationing" of work is concerned.

The British are reputed to have had one philosophy when land was the direct source of the world's wealth: "The British shall own the land; the Asians shall manage the land; and the Africans shall work the land." Now we have only to update the arrangement by substituting

what 'the land' has become in terms of dictating what work will be done, who will do the work, and who will benefit most from such work where information has become the chief commodity.

In recent times, it has become commonplace to observe that the black male in America is among the most threatened of species remaining on this earth. I heard it for the first time in the early 1970's when it was predicted by a young black male that the black man would become obsolete in America by 1976. The race/gender driven genocide of the first half of the twentieth century, when lynching a Negro male was a major "sport" of drunken and crazed white males, suggests strongly that the process began long before the concept gained attention among liberals and other guilt-laden brokers among the rich and powerful.

Now, the "twixture" of the welfare imbroglio, the exclusionary work rationing practices of the corporate world, and the criminal justice system of selectivity and percipience make it abundantly clear that the final bastion of relevance for the black male and his family is the Historically Black University While the black family continues to provide miracles of nurture for the black manchild, it is only a question of time before it falls further into the abyss of indifference, neglect and involuntary inertia. After a horrible account of the lynching of a black male in Randolph Edmonds "Bad Man," Ted the only educated man among the sawmill workers wailed, "If the folks with learning can't do nothing 'bout it, dere ain't nothing we can do. Dere ain't nothing we can do!"

The concept of general entrepreneurship as a critical part of the learning processes in our HBCU's does recommend itself as something that "people with learning" can do. Although the specific ingredients of an institutional thrust may be difficult to define and put together with adequate coherence of thought and spirit, we need not re-invent the wheel.

We can isolate the distinctive strengths of many different cultures and assimilate them into the learning experiences of the classroom. We can look at the practical aspects of the corporate world, select those ideas and practices that suit our history and our current inclinations, then construct laboratories in which our young people can build and test models of human interactions that will free us from the bondage self deprecation. We can design a Walden Three for our domiciles where the best from each of us is meshed for the good of all of us. The alternative is to continue to be sacrificed to the system that ingests our life blood, then declare us unfit for the sanctity of the "new" world.

C. Why a FORUM?

Traditional loyalties to academic disciplines suggest very strongly that an institutionwide address of re-defining the workplace for minorities through entrepreneurship can prove to be a critical undertaking. Conceptually, every teacher at the university would be required to modify his approach to classroom instruction. Among the many adjustments that he must make, he has to

1. develop an entrepreneurial attitude toward his discipline,
2. reexamine the traditional requirements in his discipline,
3. update his qualifications in his own discipline,
4. become acquainted with the requirements of the present workforce,
5. become familiar with the kind of marketable skills that are basic to his academic discipline,
6. determine what future requirements must be met in the near term,
7. be prepared to modify his entire approach to higher education.

NOTE: This philosophical treatment will be buttressed by hard statistics from such sources as the Bureau of Labor, the Urban League, and studies by appropriate institutions at the regional, state and local levels. Goals, objectives, program activities, procedures, budgets, evaluation and related details will complete a full proposal.

Testimony of Isaura Santiago Santiago, Ph.D.
President, Eugenio Maria de Hostos Community College
City University of New York
on
Minorities in Higher Education: The Role of Community Colleges in Achieving Access for Hispanic Americans

before the Subcommittee on Education, Arts, and Humanities
Committee on Labor and Human Resources
United States Senate

May 17, 1994

Mr. Chairperson and honorable members of the Subcommittee on Education, Arts and Humanities, I want to thank you for affording me the opportunity to testify today. My testimony speaks to the important matter of the community college role in providing access and excellence in higher education for Hispanic Americans and related issues and concerns. I come to you today, as President of Eugenio Maria de Hostos Community College of the City University of New York (Hostos Community College) and as a charter member and board member of the Hispanic Association of Colleges and Universities. While I will raise several concerns today, I would like to speak first to the significant gains made over the past two decades and the roles that institutions like Hostos Community College and HACU have played in securing these gains.

Between 1980 and 1991, colleges and universities witnessed a sharp increase in the number of Hispanics attending college--a gain in enrollment of more than 390,000. The enrollment increase outpaced that of any other minority group in the nation. This gain, however, was tempered by a decline in college enrollment rates for Hispanics in the "traditional" college-going years (18-24). Hispanic enrollment decreased from 20 percent in 1976 to 18 percent in 1991. This shows up more starkly when compared to white non-Hispanic college enrollment whose numbers increased from 27 percent to 34 percent in the same period.

It is important that we understand and consider these facts if we are to have full understanding of what is at risk, and what we have the potential of achieving with well-targeted and defined public policies.

HOSTOS COMMUNITY COLLEGE

Hostos Community College was established in 1970 as the only fully bilingual public college in the nation. Its mission is to reverse historical patterns of linguistic and national origin discrimination against residents who are limited English proficient and who have been denied access to higher education.

Over the years, the College has developed and refined an approach to bilingual education that enables students with limited English proficiency (1) to achieve language proficiency in both native and second languages, and (2) to complete degree programs leading to significant levels of educational accomplishment and career advancement.

The College offers career-focused degree programs in Nursing, Dental Hygiene, Public Administration and Radiological Technology as well as a broad liberal arts curriculum leading to an Associate of Arts Degree. In all, Hostos offers 23 programs of study. Each program offers a sound curriculum and has been fully registered. Unlike many community colleges, all of our students must hold a high school diploma or General Equivalency Diploma (GED) for admission.

The Middle States Association recognized the strength of our academic programs after a full review in 1990, and its approval

of a follow-up report in 1992. In 1993, the New York State Education Department (SED) conducted a thorough and comprehensive review of all our academic programs. They subsequently approved all of our programs.

The New York State Education Department regularly reviews our allied health programs, and all of our programs are fully registered. These factors, whether taken independently or collectively, establish clearly that Hostos Community College is a unique institution that is effectively carrying out its mission. Further evidence that it is meeting its mission nationally is the fact that in the 1994 Talent Roster of Outstanding Minority Transfer Students, Hostos Community College ranked first in the percentage of advanced standing students transferring to four year colleges. In a another survey, Community College Week (July 19, 1993) reported that Hostos ranked 6th in the country in the number of Hispanics graduating with A.A. and A.S. degrees, and ranked 19th in the country in the number of total minorities graduating with A.A. and A.S. degrees. Our Allied Health programs, radiological technology and dental hygiene boast consistently high pass rates on national exams. (100 percent for six years for radiological technology and a range of 84 to 96 percent for dental hygiene.) Given our short history and the scope of challenges that we face, our achievements are quite substantial.

The same issue of Community College Week reported that Hostos ranks 3rd in the country in the number of graduates entering public service fields. Hostos faculty is also a distinguished one with 47 percent having the doctorate (compared to a national average of 16 percent for community colleges). In addition, our faculty is fully representative of all groups based on ethnicity and gender (see attached data: Hostos Community College Profile).

In fact, when the Middle States Association of Colleges and Schools reaffirmed the College's full accreditation in 1990, the report concluded by stating:

> Hostos' strengths rest in its human capital: faculty, administration, students and staff. This group of people deserve a strong recommendation because every day they work together to meet monumental challenges which result from their own mission and goals. These mission and goals are so complex, risky and unsettling that most other institutions elegantly shy away from them under the excuse of selectivity, excellence, stability and other similar attributes. Hostos does not turn its back on these issues nor on the population it attempts to serve. On the contrary, working with many hats, with minimal resources and with almost all odds against them, they enter the various buildings of their South Bronx location to charter new routes and find solutions to problems to which we don't have an answer.

OUR STUDENTS AND COMMUNITY

A brief look at the Hostos student body provides an understanding of the important role our college plays in addressing the needs of a special student population. Over 91 percent of our students have incomes that place them below the federal poverty level. Hostos students are collectively the poorest students in the City and State University systems. Approximately 80 percent of our students are female, and 70 percent of our female students are single heads of households with at least one child. In 1990, 20 percent of New York State's

children aged 17 years or less were living with a single mother compared to 29 percent in New York City. With 41 percent, the Bronx had the highest county percentage of children living with a single mother. Fifty percent of our students receive Aid to Families with Dependent Children (AFDC), and over 90 percent receive some form of financial aid other than student loans. According to the New York State Education Department and the New York State Department of Social Services, Office of Budget Management, in 1992 New York City AFDC recipients were 67.3 percent of the total recipients. Bronx County had the second highest number of recipients (20 percent) in all of New York State. (University of the State of New York, SED, April 1993 "Socioeconomic Profiles of the Bronx: A Fact Book.")

There are more than 120 other institutions in the country serving a significant number of Hispanic students. Hostos students tend to be older than students at traditional colleges, with an average age of 30. They are most often the first in their family to attend college. Nearly 80 percent of our students attend full-time. For the vast majority of our students, our college offers the only opportunity for escape from the unemployment and dependence on public assistance which envelopes the local community.

HISPANIC ASSOCIATION OF COLLEGES AND UNIVERSITIES

The Hispanic Association of Colleges and Universities (HACU) is a national membership association consisting of more than 120 colleges and Universities, public and private, established throughout the states and Puerto Rico. Of the member institutions, half are two-year institutions; fifty-six (93.3 percent) of these two-year institutions are in the public sector. As HACU has noted (HACU Research Report, February, 1994), Hispanic Serving Institutions (HSI) represent just 3 percent of higher education institutions, yet they enroll over 50 percent of Hispanic students in colleges and universities. The Association's Board of Governors is composed of 18 directors and is guided by the following tenets: (1) to promote the development of member colleges and universities, (2) to improve access and the quality of postsecondary educational opportunities for Hispanic students, and (3) to meet the needs of business, industry, and government through the development and sharing of resources, information, and expertise.

HISPANIC DEMOGRAPHICS

During the past ten years, HACU also found that the rate of Hispanic population growth surpassed that of the general population--53 percent versus 10 percent. Hispanics now represent 9 percent of the general population in contrast to 6 percent in 1980, and it is expected that this upward trend will continue well into the next century. Indeed, projections suggest that the Hispanic population will become the largest minority group in the United States, representing 21 percent of the general population. Moreover, Labor Department data suggests that in the year 2020, one of every three new workers will be Hispanic. In the coming decades, Hispanic Americans will play an essential role in the economic and social development and well-being of the United States.

THE ROLE OF THE COMMUNITY COLLEGE

Community Colleges, often designated as junior and technical colleges, are regionally accredited two year institutions. We are a diverse group and we are located in virtually every region in the nation. Our curricular offerings run the educational gamut: from study in the liberal arts to preparation for emerging technological fields, from training in the allied health careers to study in the fields of applied science, and from opportunities to transfer to four-year colleges to offering one year certificate and short term training programs.

Two other factors distinguish community colleges: Firstly, we provide access to higher education to all individuals seeking it. Secondly, community colleges are based in the local community. As a result we are already well-established in the community, and we are prepared to provide the services--education and training--that the local community needs.

PROBLEM ISSUES AND CONCERNS

A. Title IV Financial Aid Programs

1. Default regulations. Hostos' current default rate is based on the inability of 140 students to repay loans. While 4,600 students received financial aid in 1992, only 6 percent received loans. As a result of an intensive counseling program and other financial aid management strategies, we have effectively lowered the number of applicants for loans from a high of 1627 in 1987 to 398 in 1993. This represents a 76 percent decrease in applications. Similarly, the number of students in default in the same period decreased by 42 percent (from 240 in 1987 to 140 in 1991).

We estimate that of these, 98 or 70 percent, were students who were on AFDC and, therefore, unable to repay their loans because federal and state guidelines preclude HRA administrators from including loan repayments in their budgets. In the district with the poorest housing and high displacement rates, there should be little need to explain why our administrative systems have lost communication with many student defaulters. The travesty here is that despite these compelling realities, over 4,500 students may lose eligibility for participation in other financial aid programs.

Hostos has asked the Secretary of Education to exclude from the calculation of institutional default rates those students who are receiving AFDC and unable to repay loans. We estimate that if this were the case, our default rate would fall below 9 percent. The fact that financial aid programs were designed to meet the needs of minority students and that special provisions need to be applied to institutions serving predominantly minority students is most evident in the fact that Congress authorized a waiver for Historically Black Colleges and Tribal Colleges and Navajo Colleges.

Hostos Community College has a special mission to help redress a history of ethnic and language discrimination. Like the Historical Black Colleges and Universities, we serve a similarly disadvantaged population. Federal policies must be revised if we are to meet the intent of the law and serve the poorest students, many of whom are recipients of public assistance. It is in the best interest to society that we help them extricate themselves from the public assistance rosters by providing educational opportunity and access to the work force.

2. Other Financial Aid Issues. Financial aid plays a critical role in Hispanic access to higher education. PELL grants must be need based. The shift from grants to loans will only further exacerbate the default picture I have described. Across the country, for every group we have seen a significant increase in loans. A number of alarming trends are of concern to the Hispanic community. Amongst them are the following: (1) Hispanics receive the lowest average financial aid package of any group. This is starkly inconsistent with the fact that the socio-economic data reports higher levels of poverty. (2) Hispanics are less likely than other groups to have financial aid packages in place in their first semester and year than other groups (see HACU Research Report, February 1994). This is particularly troubling because we know that there are excessively high drop out rates in their first year. (3) There have been policy discussions that seek to exclude ESL and other developmental courses from eligibility for PELL grants. This would probably deny higher educational access to more than 50 percent of all Hispanics.

B. Title III HEA/HSI Legislation

Support is needed in passing legislation funding Hispanic Serving Institutions (HSI). The Labor-HHS-Education Appropriations Bill would go a long way towards promoting Hispanic access to institutions of higher education. In passing the re-authorization of Higher Education Act last year, Congress approved $45 million to assist developing and Hispanic Serving Institutions. Full funding of the authorization request is needed. However, for the second consecutive year, the Administration has not requested funding. I recognize that HSIs only represent 3 percent of higher education institutions, yet the facts are that these institutions enroll more than 50 percent of Hispanic students. Moreover, these same HSI institutions serve other populations.

Your support for the bill is critical to the future of higher education for Hispanics. Targeting funds to these 120 institutions would have a significant impact. As has been documented by HACU, the majority of colleges attended by Hispanics have limited resources, are located in low tax generating districts, and a substantial number of HSIs are located in the more densely populated urban communities in the country. They are low tuition institutions, but this too often means that they have the most limited resources and curricular options.

There is a critical need to provide institutional development and student support funds that will strengthen HSIs, and thereby improve quality and retention in higher education for a significant percentage of Hispanics.

C. SPRE Guidelines

We are concerned that the Education Department is exceeding both the intent of Congress in its statutory authority in promoting SPREs and Accreditation NPRMs. The ostensible purpose of the SPRE program is to strengthen local, i.e., state, oversight of colleges and universities participating in federal student aid programs. Yet the Education Department proposes regulatory control that is burdensome and exceeds the intent of the law: The statute requires a review of institutions that have serious academic or financial problems as identified by the Secretary. However, the regulations as they are now articulated call for states to develop minimum review standards. The concern here is that (1) this could lead to wide and significant variation in these standards across the country, and (2) the regulations would authorize reviews of institutions that are not in trouble.

HACU has identified that "[t]here is considerable uncertainty in defining programs of vocational education in the two and four year institutions. These confusing definitions have been brought to the Secretary's attention and need to be more precisely articulated given the Administrations efforts in school to work transition."

It must be asked whether there are adequate safeguards for schools if the SPRE incorrectly denies an institution's eligibility to participate in student aid programs. Moreover, there is no redress mechanism. Many other specifics related to SPRE and NPRM guidelines have the potential of negatively impacting on Hispanics. I am attaching, herewith, a statement by our HACU Taskforce on SPREs for your full consideration.

D. Welfare Reform

Hostos has been in the forefront of the movement toward "welfare reform" and we are now being punished because of inconsistencies in federal and state regulations governing entitlement programs. The additional reality is that because the plans are both entitlement programs, Hostos Community College had absolutely no authority to deny loans to AFDC recipients even though we realized that by providing the loans, repayment would be burdensome on our students. In fact, we were cited in audits and informed that we had to give students full access to loans for which they met eligibility criteria. We were further criticized for counseling students to take smaller loans.

It is imperative that the Education Department define standards for considering waivers of the rules under "mitigating circumstances." The Education Department must allow minority serving institutions the opportunity to present arguments as to why the application of default rates results in disparate treatment. Hostos has made an appeal to the Secretary based on these and additional compelling data.

E. Reemployment Act of 1994

Community colleges can play an important role in the reemployment system the law envisions. The Reemployment Act looks to reorganize six major dislocated job retraining programs into one program under the auspices of the Labor Department. Its intent is to establish and subsequently deliver career services at comprehensive training centers throughout the country.

Earlier in my testimony, I identified two factors that distinguished community colleges: universal access and nearness to the target population. These same factors ideally position community colleges as candidates to become substate entities that can effectively provide information and referrals for dislocated workers.

Attachments

I. Hostos Community College Institutional Profile

II. HACU Financial Aid Study

III. HACU Response to SPRE

HOSTOS PROFILE

List of Charts

STUDENT CHARACTERISTICS

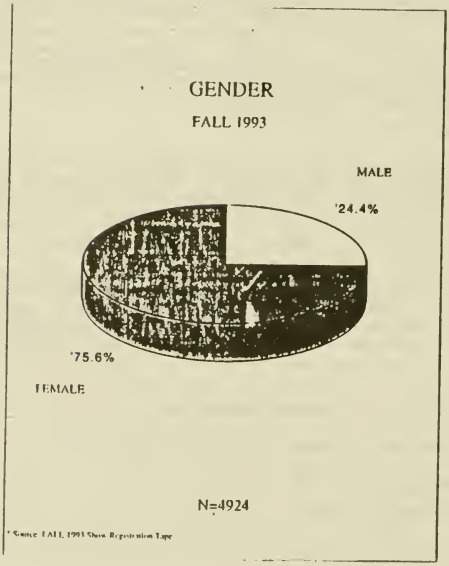
1 Gender
2 GED of Diploma
3 Full time vs Part time Enrollments
4 Student Family Income
5 1980 Cohort Retention of Special Programs

FACULTY CHARACTERISTICS

6 Faculty Gender
7 Faculty Diversity
8 Faculty Degrees

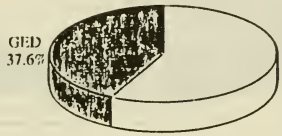
PROGRAM

9 Enrollment by Program



HIGH SCHOOL DIPLOMA - GED

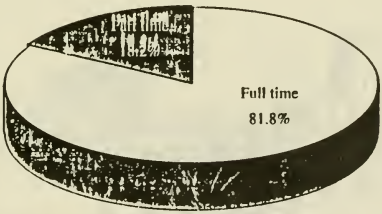
1993



* Source: Student Master Fall 1993

FULL-TIME - PART-TIME

FALL 1993



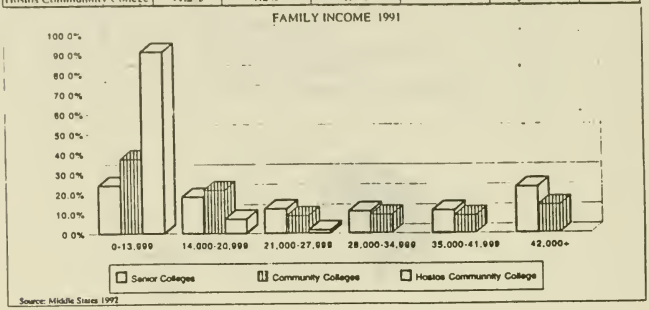
N=4924

* Source: Student Master Fall 1993

FAMILY INCOME

SENIOR COLLEGES, COMMUNITY COLLEGES, HOSTOS 1991

1991	0-13,999	14,000-20,999	21,000-27,999	28,000-34,999	35,000-41,999	42,000+
Senior Colleges	24.1%	18.3%	12.2%	11.0%	11.4%	23.0%
Community Colleges	37.4%	21.7%	8.8%	9.3%	8.9%	13.9%
Hostos Community College	91.2%	7.2%	1.6%			

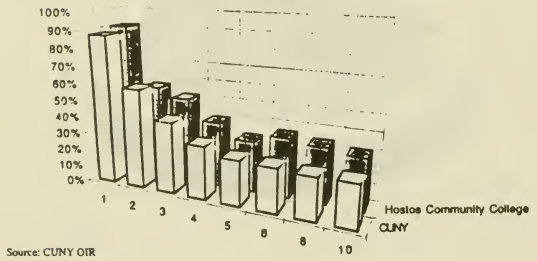


Source: Middle States 1992

Retention Rates - Special Programs

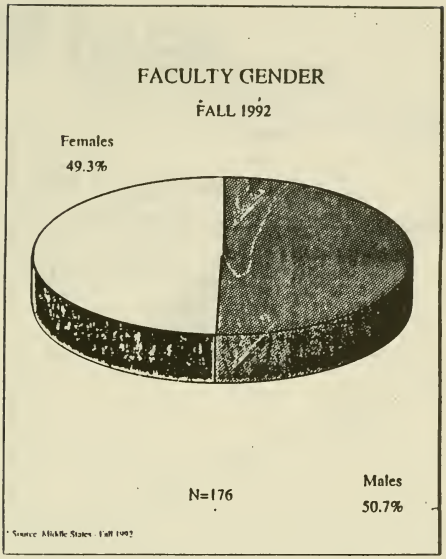
CUNY - HOSTOS

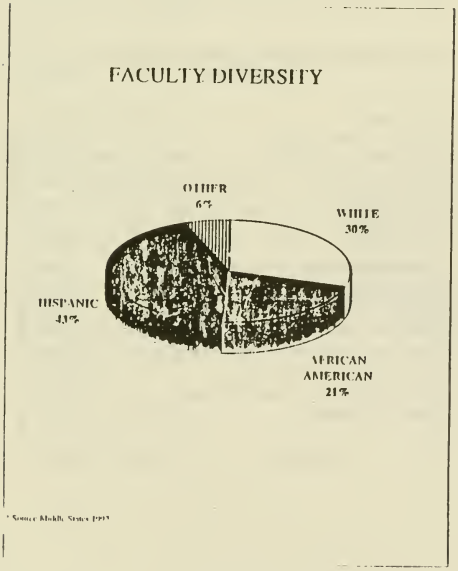
1980 Cohort

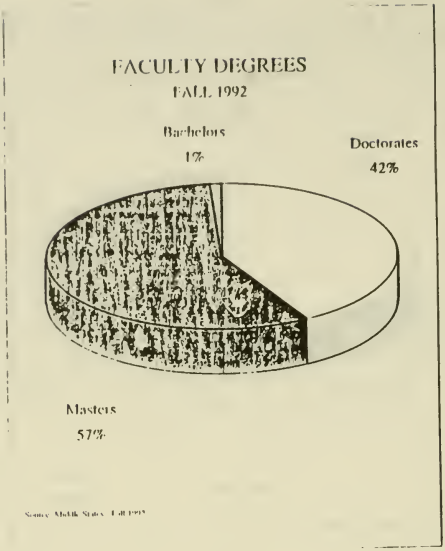


Source: CUNY OIR

* First Time Freshman


FACULTY GENDER
FALL 1992
Females
49.3%
N=176
Males
50.7%
* Source: Middle States - Fall 1992


FACULTY DIVERSITY
OTHER
6%
WHITE
30%
HISPANIC
43%
AFRICAN
AMERICAN
21%



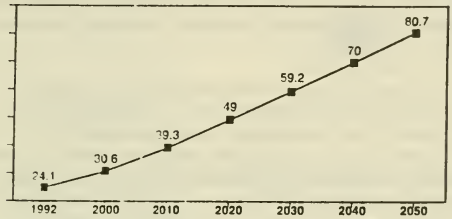
STUDENT ENROLLMENT BY PROGRAM
SPRING 1993

1	Accounting	313	6.1%
2	Business Administration	262	5.1%
3	Data Processing	566	11.0%
4	Dental Hygiene	142	2.8%
5	Early Childhood	585	11.4%
6	Gerontology	139	2.7%
7	Liberal Arts	1,076	20.9%
8	Medical Laboratory Technician	136	2.6%
9	Public Administration	728	14.2%
10	Radiologic Technician	454	8.8%
11	Nursing	636	12.4%
12	Secretarial Science - Executive	57	1.1%
13	Secretarial Science - Medical	6	0.1%
14	Secretarial Science - Word Processing	16	0.3%
15	Non-Matriculated	25	0.5%
	TOTAL	5141	100.0%

HACU
RESEARCH REPORT

FEBRUARY 1994

STUDENT FINANCIAL AID: IMPACT ON HISPANICS AND HISPANIC-SERVING INSTITUTIONS



Source: Bureau of the Census, 1993

Projections of Hispanic Population Growth 1992-2050 (in millions)

Hispanic Americans will be a key element in the economic and social development of the United States in the coming decades. Unfortunately, despite the 53 percent increase in the total Hispanic population between 1980 and 1990, the percentage of Hispanics who attended college decreased over that same period.

Given the projections for growth shown in the cover chart, the future of our nation will depend heavily on assuring that the Hispanic population has improved access to high quality postsecondary education.

For the past 20 years, the essential component for assuring equal access to higher education in the United States has been student financial assistance. This is particularly true for Hispanic students, most of whom have below average incomes and face geographic and cultural barriers that inhibit higher education participation. According to recent estimates, of the 867,000 Hispanic students enrolled in postsecondary education in 1991, approximately one-half would have had difficulty attending or may not have attended college at all without student aid support.

The Hispanic Association of Colleges and Universities (HACU), with the assistance of The Institute for Higher Education Policy* and partial funding from the AT&T Foundation, has developed this research report to provide greater understanding of the needs of Hispanic students and those attending Hispanic-Serving Institutions (HSIs). HACU is a nonprofit national association representing those colleges and universities in the United States where Hispanic students constitute at least 25 percent of the total student enrollment. Located in San Antonio, Texas and Washington, D.C., the Association serves 123 HSIs and other institutions committed to Hispanic higher education.

*The Institute for Higher Education Policy, located in Washington, D.C., is a nonprofit research organization devoted to the development of innovative policy that furthers access to, and quality in, postsecondary education. The Institute has dedicated its efforts to providing objective analysis of a variety of issues related to equal opportunity in higher education, including student financial assistance.

THE INCREASING HISPANIC PRESENCE

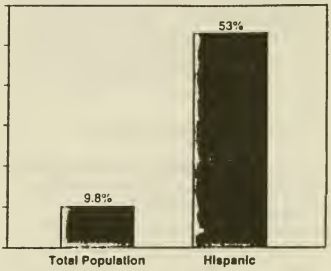
The Hispanic population in the United States grew at a faster rate than the general population in the past decade and will experience similar growth well into the next century. Between 1980 and 1990 the Hispanic population in the United States grew 53 percent while the total population increased only 10 percent (see Figure 1). Consequently, the Hispanic population has reached almost 22.4 million or 9 percent of the general population, up from 14.6 million or 6 percent of the population in 1980. Additionally, the population in Puerto Rico increased 10 percent from 3.2 million in 1980 up to 3.5 million in 1990.

In the next three decades, the Hispanic population in the United States is predicted to surpass that of African Americans and consequently will become the largest minority group in the country, totaling 21 percent of the general population. According to the U.S. Department of Labor, in 2010 one of every three new workers will be Hispanic. The imperative to educate Hispanic Americans assumes even greater urgency because the median age of Hispanics is 26 years, with 38 percent younger than 20 years of age. This compares to the national median age of 33, of whom 29 percent are younger than age 20.

In the long term, the Census Bureau's 1992 middle series projections suggest that the number of Hispanics could rise to 31 million by the year 2000, 49 million by 2020 and 81 million by 2050 (see Figure 2). Thus, by 2050, one of every five Americans will be of Hispanic origin.

Figure 1

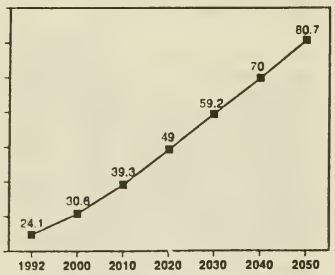
Percent Increase of Hispanic and Total Population, 1980-1990



Source: Bureau of the Census, 1990

Figure 2

Projections of Hispanic Population Growth, 1992-2050 (In millions)

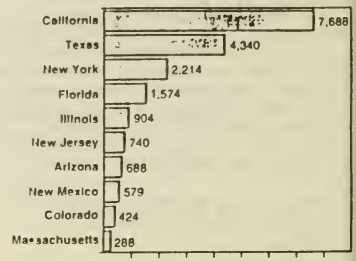


Source: Bureau of the Census, 1993

In the continental United States, almost 87 percent of all Hispanics live in ten states. In 1990, California had 7.7 million Hispanics, while 4.3 million resided in Texas, followed by 2.2 million in New York, and 1.6 million in Florida. Four states were home to more than 500,000 Hispanics, but fewer than one million: Illinois (904,000), New Jersey (740,000), Arizona (688,000), and New Mexico (579,000). Sizable Hispanic populations are also located in Colorado (424,000) and in Massachusetts (288,000) as illustrated in Figure 3.

Figure 3

Ten States with the Largest Hispanic Population, 1990 (in thousands)



Source: Bureau of the Census, 1990

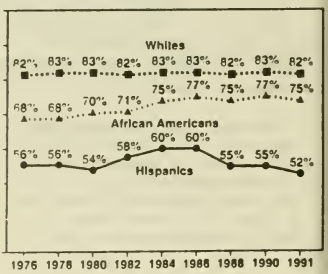
High School Completion Rates

During the past 25 years the effectiveness of the educational system in teaching Hispanics has not improved, as demonstrated by dropping high school completion rates and college participation rates. The high school completion rate for Hispanics was lower in 1991 (52%) than in 1976 (56%) after reaching a peak of 60 percent in the mid-eighties. During this same period white non-Hispanic completion rates remained fairly steady at 83 percent, while African American rates improved from 68 percent in 1976 to 75 percent in 1991 (see Figure 4).

As a whole, the current cohort of school-age Latinos battles a host of educational obstacles. According to the National Center for Educational Statistics (NCES), in 1988 10 percent of the nation's eighth graders were Hispanic. Over one-third of those children reported two or more "at risk" characteristics: single parent family, low levels of parental education, limited English proficiency, low family income, sibling dropout, and spending more than three hours a day at home alone.

Figure 4

High School Completion Rates by Race/Ethnicity, 1976-1991



Source: Bureau of the Census, 1991

Nonetheless, Hispanic students have demonstrated a significant capacity to overcome these barriers. For example, almost one-third of all Hispanic college students whose parents never finished high school pursue postsecondary degrees. This is the highest percentage of any racial/ethnic group by an almost two to one margin.

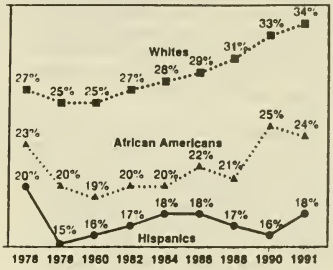
Hispanic College Enrollment Rates

Unfortunately, college enrollment rates for Hispanic 18-24 year olds actually decreased from 20 percent in 1976 to 18 percent in 1991. Since white non-Hispanic college enrollment rates increased from 27 percent in 1976 to 34 percent in 1991, the gap between the two groups has widened from 7 to 16 percentage points (see Figure 5).

However, between 1980 and 1991, the rapid increase in the Hispanic population resulted in a sizeable increase in the number of Hispanic students enrolling in college. This increase was larger than that of any other minority group. During this period, Hispanic enrollment increased by 395,000 students, compared to a 228,000 increase for African Americans and a 351,000 increase for Asians (see Figure 6). These increases are expected to continue well into the 21st century.

Figure 5

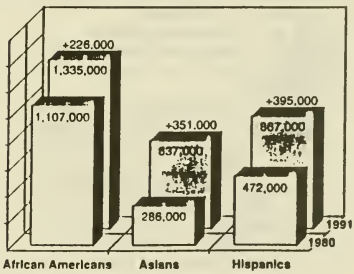
College Enrollment Rates of 18-24 Year-Olds by Race/Ethnicity, 1976-1991



Source: Bureau of the Census, 1991

Figure 6

Minority College Enrollment by Race/Ethnicity, 1980 and 1991



Source: U.S. Department of Education

Hispanic-Serving Institutions

In 1992, the reauthorization of the Higher Education Act defined Hispanic-Serving Institutions (HSIs) as colleges and universities with at least 25 percent Hispanic enrollment. HSIs play a major role in educating Hispanics in the United States. Although these 123 institutions in the continental United States and Puerto Rico account for just 3 percent of all institutions of higher education, almost one-half (45%) of all Hispanic students attend an HSI (see Figure 7).

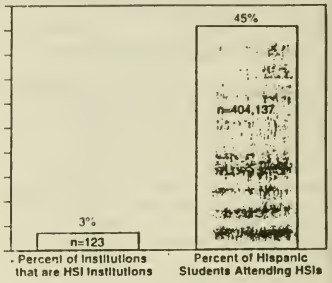
As illustrated in Figure 8, over one-quarter (27%) of the 404,000 Hispanic students at HSIs attend schools in California. Texas and Puerto Rico HSIs enroll another 20 percent each. Hispanic students also enroll at HSIs in Florida (11%), New York (10%), and New Mexico (8%). Illinois, New Jersey, Arizona, and Colorado account for 5 percent of Hispanics enrolled at Hispanic-Serving Institutions.

Of the 123 HSIs, 60 are two-year institutions, of which 56 are public. Thirty-five of the 63 four-year HSIs are independent, while the other 28 HSIs are four-year public institutions.
Given the projected demographic changes, Hispanic college enrollments at these schools will continue to grow.

For many Hispanic students, HSIs are the only realistic postsecondary opportunity because of their proximity to home and their reasonable costs. Forty-two percent of Hispanic postsecondary students live with their parents, significantly more than in any other group -- a characteristic which implies that college choices would be severely limited without HSIs.

Figure 7

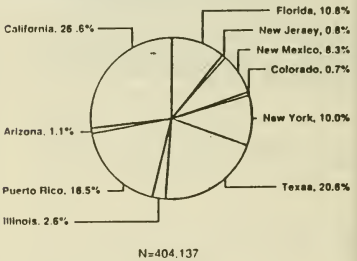
Percent Institutions that are HSIs and Percent of Hispanics Attending HSIs, Fall 1991



Source: HACU, 1993

Figure 8

Hispanic Student Enrollment at HSIs by State and Puerto Rico, Fall 1991



N=404,137

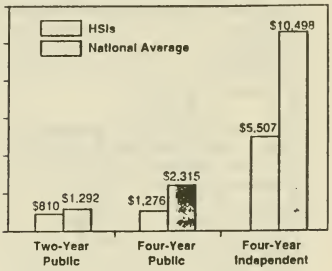
Source: HACU, 1993

Cost of Attending College

The cost of attending college at HSIs is less than the national average at all levels. For example, yearly tuition and fees at two-year HSIs averaged $810 as compared to the national average of $1,292. The costs at four-year public HSIs averaged $1,276, little more than 50 percent of the national average of $2,315. At four-year independent institutions, HSIs again cost less than the national average of $10,498, reporting tuition and fees of $5,507 (see Figure 9).

Figure 9

Tuition and Fees at HSIs Compared to the National Average, 1992-1993



Source: College Board, 1993 and HACU, 1994

HISPANICS AND FINANCIAL AID

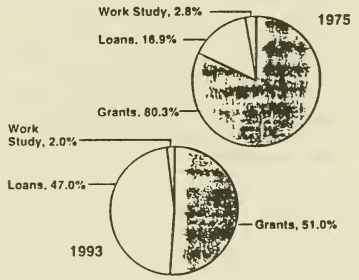
Historical Context

"Financial aid" consists of grants, loans, and work study programs. In the past twenty years, the balance of these components has shifted dramatically. According to the College Board, in 1975 80 percent of all student financial aid came from grants and only 17 percent from loans. In 1992, however, grants decreased to half of all aid, while loans increased to 47 percent (see Figure 10).

While this shift from grants to loans has impacted all students, Hispanics have been particularly affected because many come from low-income families. Hispanic-Serving Institutions, with large numbers of Hispanic and other low-income students, have also suffered. It is within this historical context that the following data is examined.

Figure 10

Sources of Financial Aid, 1975 and 1993



Source: College Board, 1993

Examining the Current System

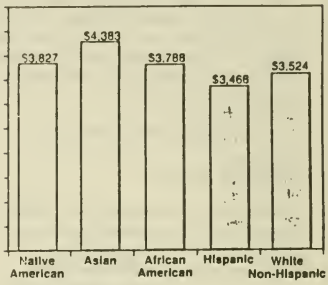
Student financial aid plays a critical role in the postsecondary education of Hispanic students. According to the Department of Education's National Postsecondary Student Aid Study (NPSAS), a survey conducted in both 1986-87 and 1989-90, one-half of all Hispanic students enrolled in postsecondary education institutions in 1990 received some form of financial assistance. In comparison, 40 percent of white students received aid.

The proportion of Hispanic students who require financial assistance is not surprising because almost one-quarter of financially dependent Hispanic undergraduates come from families earning less than $10,000 a year, and an additional one-fifth come from families earning between $10,000 and $20,000 a year. More surprising is the fact that despite the considerable percentage of low-income Hispanic students, the average aid award of $3,466 to members of this group is lower than that of every other racial/ethnic group, as illustrated in Figure 11.

The fact that Hispanic students receive average aid awards lower than those for other students is troubling because of the high financial need of many Hispanic students. A thorough examination of "aid packages," i.e. variations in grant, loan and work-study awards, may help explain the inconsistency.

Figure 11

Average Aid Awarded per Student by Race/Ethnicity, 1989-1990



Source: NPSAS, 1990

Sources of Financial Assistance

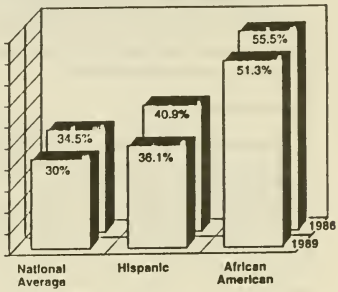
An analysis of federal, state and institutional aid illustrates the importance of each source of financial assistance. In 1989 a larger percent of undergraduates received federal aid (30%) than state aid (15%) or institutional aid (17%). However, the percentage of aid from federal sources has decreased since 1986. As Figure 12 illustrates, the percentage of Hispanic students receiving aid through federal programs fell from 40.9 percent in 1986 to 36.1 percent in 1989.

On the state level, the percentage of Hispanics receiving aid remained fairly constant over the same period, increasing slightly from 17.1 percent to 17.7 percent.

An examination of institutional assistance paints a somewhat better picture. In 1986, colleges and universities awarded institutional grants to 14.7 percent of their Hispanic students. Three years later, those same institutions directly aided 16.2 percent of those students. This may indicate that schools have attempted to fill some of the gap caused by the decline in aid from the federal government. This burden proves particularly stressful for HSIs, many of which are public and have already suffered cutbacks, or are located in less affluent regions where the tax base is smaller.

Figure 12

Percent of Undergraduates Receiving Federal Aid by Race/Ethnicity, 1986 and 1989



Source: NPSAS, 1987 and 1990

Title IV Aid

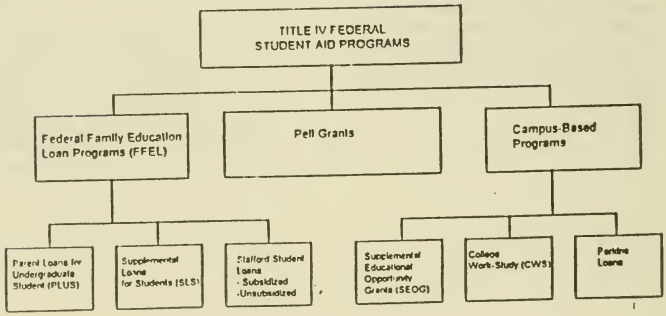
A subset of federal aid, Title IV, is the most significant component of postsecondary financial assistance. It authorizes a variety of need-based federal financial assistance programs for students attending postsecondary education institutions and accounts for the vast majority of federal aid. Figure 13 outlines the sources of all Title IV funds and the structure of their distribution.

Pell Grants

The Pell Grant program is vital to students of underserved communities. Although its advent in 1972 marked a new era in educational opportunity for low-income Americans, consistent under-funding of the program has seriously hampered its effectiveness. In 1993 the congressionally authorized maximum award actually decreased from $2400 to $2300. However, although the percentage of Hispanic students benefitting from Title IV aid decreased in the late eighties, from 38.5 percent in 1986 to 29.7 percent in 1989, the percentage receiving Pell Grants increased during that same period. Thus, in the fall of 1989, 28.2 percent of Hispanic students were awarded Pell Grants, up from 26.2 percent in the fall of 1986.

The Pell Grant program remains the single most important aid factor for Hispanic undergraduates. While only 18.6 percent of Hispanic students received federal student loans in 1989, 33.3 percent were awarded Pell grants. In comparison, Pell Grants assisted only

Figure 13



20.4 percent of all undergraduates nationally. Figure 14 demonstrates the significance of the Pell Grant for Hispanic students as compared to other racial/ethnic groups. Pell Grants to Hispanic students enrolled in the fall of 1989 averaged $1,493 per individual, 48 percent of the average Title IV award total for those students.

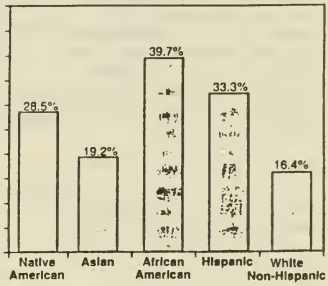
Interestingly, as shown in Figure 15, a significantly smaller proportion of Hispanic undergraduates received Pell Grants in the fall than nonfall: 28 percent compared to 42 percent. Exactly the opposite trend occurred among white and African American students. Several factors may explain this difference. A large number of Hispanic undergraduates are non-traditional students, i.e. they may be part-time students, or may enroll at different times of the year. Another possibility is that the Hispanic community lacks adequate financial aid information. The explanation of this trend requires further investigation.

Hispanics and Loans

The percentage of Hispanics who take out loans, 19 percent, compares closely to the average across all groups (18.8 percent). A slightly lower percentage of white, non-Hispanics borrow, but a much higher proportion of African Americans take out loans (29 percent). Given the compelling financial need of Hispanics, one might expect a larger number of loans. While burdening students with debts may be detrimental, it is important to examine whether the relatively low borrowing

Figure 14

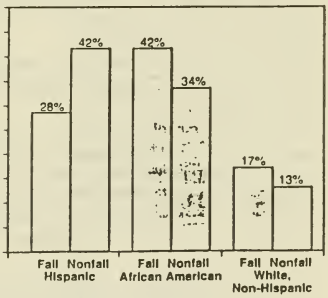
Percentage of Undergraduates Receiving Pell Grants by Race/Ethnicity, 1989-1990



Source: NPSAS, 1990

Figure 15

Percentage of Undergraduates Receiving Pell by Race/Ethnicity, Fall and Nonfall 1989



Source: NPSAS, 1990

rate indicates that Hispanic undergraduates have less access to or information about student loans.

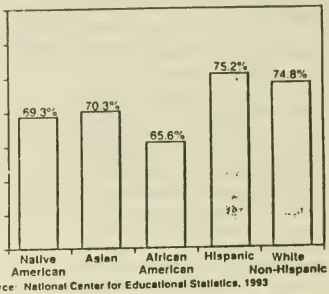
In addition to borrowing relatively infrequently, a very high proportion of Hispanic students contribute to their own tuition costs. Fifty-three percent of Hispanic undergraduates are financially independent of their parents. Further, of the 47 percent who claim dependent status, a full three-quarters pay part of their educational expenses, more than in any other racial/ethnic group as depicted in Figure 16.

Pell Grants to Students at HSIs

Title IV aid for students at HSIs as compared to the national averages for all students provides a useful gauge of the position of Hispanic-Serving Institutions in federal programs. In 1991, HSIs reported that the total aid award averages for their students varied little from the national averages determined in the NPSAS 1989-90 survey. However, they also indicated that the percentage of students at HSIs who receive Pell Grants is significantly higher than the national average. For instance, at four year-public HSIs, 31 percent of the undergraduates were awarded Pell Grants in 1991, compared to the 1989-90 NPSAS national figure of 21 percent. This further illustrates the significance of the Pell Grant program for Hispanic postsecondary students (see Figure 17).

Figure 16

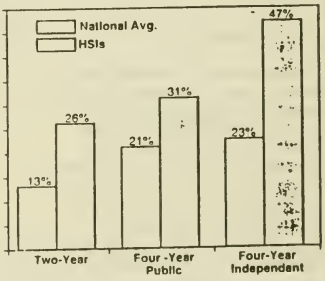
Financially Dependent Undergraduates Contributing to Educational Costs by Race/Ethnicity, 1989



Source: National Center for Educational Statistics, 1993

Figure 17

Pell Grant Recipients: Comparison Between National Average and HSIs



Source: NPSAS, 1990 and HACU, 1994

CONCLUSION

Many of the findings of this preliminary research indicate the importance of student financial assistance to Hispanic students and those attending HSIs. However, several significant questions remain. These include:

- Do Hispanic secondary and postsecondary students receive adequate financial aid information?
- How do the different components of "aid packages" assist or encumber undergraduates?
- Do financial aid awards meet the demonstrated need of Hispanic students?
- What is the average "unmet need" among low-income students?
- What percentage of Hispanic students are eligible for Pell Grants compared to the number that receive them?
- Are Hispanic students burdened by student loan debts?
- Are Hispanics and HSIs more impacted than other groups by changes in financial aid policies?

These questions require explanation through future research and policy analysis. The Hispanic Association of Colleges and Universities will be providing ongoing analysis to address these and other issues related to Hispanics, HSIs and student financial aid.

The Hispanic Association of Colleges and Universities (HACU) is a national nonprofit organization representing colleges and universities with a high percentage of Hispanic enrollment.

For more information call (210) 692-3805.

Chair, Governing Board
Eduardo J. Padron

President
Laudelina Martinez

Director of Research
Edward Codina

HISPANIC ASSOCIATION OF COLLEGES AND UNIVERSITIES

RESPONSE TO SPRE - TITLE IV, PART H, SUPBART 1 OF THE HIGHER EDUCATION ACT OF 1965 AS AMENDED

The Hispanic Association of Colleges and Universities is a national membership association comprised of more than 125 colleges and universities, public and private, established throughout the states and Puerto Rico. While our Hispanic Serving Institutions (HSIs) account for only 3% of the U.S. institutions of higher education, they enroll over fifty percent of all Hispanic students in postsecondary education. The Association is guided by an eighteen-member Board of Governors who reflect HACU's mission to promote the development of member colleges and universities, improve access and the quality of postsecondary educational opportunities for Hispanic students, and to meet the needs of business, industry, and government through the development and sharing of resources, information, and expertise. The Association is headquartered in San Antonio, Texas, and also has an office in Washington, D.C.

A SPRE Task Force was convened by Dr. Eduardo J. Padrón, President of the Miami-Dade Community College, Wolfson Campus and current Chair of HACU's Governing Board, shortly after the Department of Education published the Notice of Proposed Rulemaking on January 24, 1994. Those HSI Presidents appointed to the Task Force on SPREs were asked to serve as resource persons in each of the states where there are HSIs, as well as someone to whom other HSI presidents could send their concerns regarding the NPRM on SPREs. HACU membership was encouraged to participate in all statewide SPRE activities with their respective sister institutions and to direct their specific HSI concerns to the SPRE Task Force members in their respective areas. Findings and recommendations from these various presidents were then sent to the HACU headquarters where a brief but succinct document could be generated and submitted to the Department of Education by the deadline for comments set for March 21, 1994. The SPRE Task Force Members represent HSIs in Texas, Illinois, Arizona, Florida,

New York, Colorado, New Jersey, California, New Mexico, and Puerto Rico; a list is attached.

In general, HACU is greatly concerned that the Department of Education is exceeding Congressional intent as well as the statutory authority in promulgating the SPRE and Accreditation NPRMs. We have heard from our HSIs, our students, and other higher education associations throughout the country with regard to the problems raised by these proposed regulations.

While the purpose of the SPRE program is to strengthen state oversight of institutions participating in federal student aid programs, the ED appears to mandate burdensome regulatory control over institutions of higher education beyond the purpose of the statute. The statute calls for review only of those institutions that have serious academic or financial problems as identified by the Secretary. The proposed regulations require states to develop minimum baseline standards which would be used in reviewing schools. There is legitimate concern that this could lead to a great variation in these same standards all across the country, and that the regulations authorize wholesale reviews of institutions not in trouble according to the statute.

Institutions of higher education already must account to the public, in general, and state legislatures, in particular, regarding issues of quality control and expenditures--these sets of regulations add an extraordinary data collection and reporting burden on institutions that will require additional personnel and expenses. The potential for excess in duplication of efforts among federal and state governments, as well as the accrediting community, is very real and obviously troublesome. Furthermore, accrediting agencies should not be told how to define their guidelines by the government; otherwise the "triad" becomes the "dyad."

There is considerable uncertainty in defining programs of vocational education in the two and four-year institutions. These confusing definitions have been brought to the Secretary's attention and need to be more precisely articulated given this Administration's major efforts in the school-to-work transition.

The NPRM does not provide sufficient procedural protection for schools if the SPRE recommends that their eligibility to participate in student aid programs is terminated. The

lack of an appeal process is further complicated because the ED has been using flawed data to determine which institutions are cited for being above certain default rates.

For many Hispanic students, HSIs are the only realistic postsecondary opportunity because of their proximity to home and their reasonable cost. Indeed, more than any other group, Hispanic students tend to live with their parents while attending college. If the SPREs and accreditation regulations are especially harsh or arbitrarily restrictive on HSIs, access to college for Hispanic students will be greatly reduced. Hispanic students come from families who fall in the lowest SES quartile. Thus, loss of Title IV eligibility at their local HSI ends the Hispanic student's ability to receive financial aid.

Let us consider some relevant facts about student financial aid which underscore our concerns: (A) In surveys conducted by NPSAS (1986 and 1989-90) one-half of all Hispanic students enrolled in postsecondary institutions in 1990 received some form of financial aid. In comparison, 40 percent of White students received aid. (B) One quarter of financially dependent Hispanic undergraduates come from families earning less than $10,000 a year and despite the considerable percentage of low-income Hispanics the average aid award is lower than for all ethnic groups (NPSAS, 1990). (C) While only 18.6 percent of Hispanic students received federal student loans in 1989, 33.3 percent were awarded Pell Grants. In comparison, Pell Grants assisted only 20.4 percent of all undergraduates nationally. (D) Fifty-three percent of Hispanic undergraduates are financially independent of their parents. Further, of the 47 percent who claim dependent status, a full three-quarters pay part of their educational expenses, more than in any other racial or ethnic group in the NCES 1993 survey.

Federal and state financial assistance for students has decreased in recent years and this has a dramatic effect on our students. Many of our HSIs are in regions of the country suffering from poor economic development or limited employment opportunities. Even if our students are successful in receiving certificates and diplomas at proportional levels, they may still have difficulty finding jobs. All of the forgoing could cause SPREs to investigate or terminate HSIs. Tighter eligibility restrictions will not solve wider societal problems which impact students at HSIs.

Our Task Force representatives heard repeatedly the many general as well as specific criticisms engendered by the proposed regulations. While it is not possible to detail them all in this brief document, nevertheless, we feel that we should highlight some of the recurrent themes.

Hispanic Serving Institutions, whether considered as part of a broader system or individually as institutions, tend to be low-wealth institutions. In New York, Texas, and California, HSIs are generally responsible for the greatest proportion of the Hispanic students even as they are part of their respective systems. These institutions have the largest number of poor students but do not receive any greater share of resources to cope with those numbers. The SPRE standards, whether used directly or as proxies for quality, will greatly penalize our institutions. How can HSIs who have the greatest need for resources be expected to reach the highest standards without the appropriate resources? Because of this inequitable situation, many of our institutions are less than comfortable with the states which have not been traditionally generous with institutions enrolling a large number of Hispanics and other minority groups. Past history also does not assure our institutions that they will be receiving open and fair treatment in some of our states.

Hispanic Serving Institutions which are community colleges will be unduly burdened by the data collection requirements. The majority of Hispanic students are found in this sector of higher education. These institutions have been receiving less funding from their respective states and local community tax base. At the same time, federal financial aid has been decreasing yet Hispanic students depend more on financial aid than any other group of students. There is great danger that in order to collect and report data to the SPREs and to the federal government this sector will cut

back on the meager resources currently available for our students. Support services may be sacrificed, or worse maybe admission may be curtailed.

Artificially imposed graduation rates will create unrealistic expectations at Hispanic Serving Institutions. It should be understood here that our two-year and four-year schools do not want to extend degree programs any longer than they are now. However, Hispanic students come from the lowest SES sector of the population. This means that our students must work to support themselves while they attend college and this prolongs the process. Many of our students are ill-served by the elementary and secondary systems so that they have to be enrolled in lower level courses while they build the necessary academic skills to be successful in college. In addition, HSIs accommodate the greatest number of limited-English proficient postsecondary populations in the country. Current research indicates that students take six years on the average to obtain baccalaureate degrees. While it is reasonable to expect progress in obtaining academic credentials, three years for an associate of arts degree is unrealistic; in fact, it is the average for full time students. Community colleges may be terminated from Title IV eligibility even if their students are making good faith efforts, although painfully slow, to obtain their credentials. The same pitfalls apply here to the calculation of transfer rates from two-year to four-year programs.

Low wealth Hispanic Serving Institutions tend to be located in low wealth communities. The fortunate few Hispanic students who happen to obtain associate degrees or baccalaureate degrees have only cleared the first hurdle. Many of our HSIs are located in communities where few employment opportunities are available. We may have the ironic situation whereby successful HSIs, in terms of graduating students, may be punished if those same students are not placed in jobs (in depressed economies)! On

June 30, 1993, Sonia Perez of the National Council of La Raza testified before the Subcommittee on Census, Statistics and Postal Personnel of the House of Representatives on reviews of federal measurements of race and ethnicity. We underscore the relevance of her comments here: "Economic data are also useful in understanding the current status of Hispanic families. Four factors, in particular, characterize their economic situation. First, Hispanics have a strong connection to the work force; Hispanic men are more likely to be working or looking for work than either Black or White men. The labor force participation rate of Hispanic women is slightly less than that of White or Black women, although it has been increasing over recent years. Second, both Hispanic males and females are most often employed in low-paying jobs with few benefits, such as health insurance, and limited opportunities for advancement. Census data show that, in 1991, about one in nine Hispanic males (11.4%) compared to more than one in four non-Hispanic males (27.6%) were employed in managerial professional jobs which, in 1988, had median weekly earnings of $552. By contrast, 29% of Hispanic men, compared to 19% of non-Hispanic men that year, were employed as operators, fabricators, and laborers--with median weekly earnings far below those of non-Hispanics. The median family income gap between Hispanics and Whites is growing wider; the gap in 1991 dollars was $11,895 in 1980 to 13,888 in 1991. Finally, partly as a result of these factors, more than one-fourth (28.7%) of the Hispanic population lives below the federal poverty line."

The SPREs and the Accreditation regulations do not account for the lack of resources available to Hispanic Serving Institutions. Many of our HSIs are in fact developing institutions. During the reauthorization of the Higher Education Act last Congress, a new provision was added to Title III (A) which created Hispanic Serving Institutions. Title III is designed to help developing institutions in the United States and the best known

nationally are Historically Black Colleges and Universities. However, for the second consecutive year this Administration has not requested funding for Hispanic Serving Institutions. The Congress authorized $45m for these institutions but no money has been requested by ED. HSIs account for only 3% of all higher education institutions yet they must provide services for more than half of all Hispanic students enrolled in postsecondary education today. These institutions are in dire need of funds for infrastructure development, staff development, and student financial aid yet they will be subject to termination of eligibility for participation in Title IV programs because of "standards" developed by SPREs which are insensitive to or ignorant of legitimate institutional needs.

Hispanic Serving Institutions will be adversely impacted by the SPREs and Accreditation NPRMS. There is substantial agreement among CEOs at HSIs that the Secretary of Education is regulating beyond the statute, as well as Congressional intent. We strongly urge the Secretary to rewrite any provisions which may result in burdensome paperwork requirements and overly aggressive regulations imposed upon our institutions. Finally, the Secretary should consider keeping all costs involved for HSIs at a minimum.

STATEMENT BY
SENATOR MOSELEY-BRAUN
ON
THE STATE OF MINORITIES IN HIGHER EDUCATION
BEFORE THE
SENATE SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES

MR. CHAIRMAN, I WOULD LIKE TO THANK YOU FOR HOLDING THIS VERY IMPORTANT HEARING ON THE STATE OF MINORITIES IN HIGHER EDUCATION.

I SINCERELY ADMIRE YOUR DEDICATION TO IMPROVING THE EDUCATION OF OUR NATION'S CITIZENS. I HOPE THAT WE CAN CONTINUE WORKING TOGETHER TO INCREASE EDUCATIONAL OPPORTUNITIES FOR ALL AMERICANS.

MR. CHAIRMAN, ALTHOUGH THE NUMBER OF MINORITY STUDENTS ENROLLED IN HIGHER EDUCATION HAS INCREASED OVER THE LAST DECADE, BLACK AND HISPANIC STUDENTS CONTINUE TO LAG FAR BEHIND THEIR WHITE COUNTERPARTS IN ENROLLMENT AND GRADUATION RATES AT THE UNDERGRADUATE, GRADUATE, AND POSTGRADUATE LEVELS.

IN 1991, THE AMERICAN COUNCIL ON EDUCATION REPORTED THAT THE COLLEGE ENROLLMENT RATE FOR HIGH SCHOOL GRADUATES IMMEDIATELY FOLLOWING GRADUATION WAS: 63.0% FOR WHITE STUDENTS; 48.9% FOR BLACK STUDENTS; AND 52.5% FOR HISPANIC STUDENTS.

MOREOVER, THE DEPARTMENT OF EDUCATION REPORTED IN 1980 THAT THE COLLEGE GRADUATION RATE FOR FULL-TIME, FOUR YEAR STUDENTS WAS 53% FOR WHITE STUDENTS; 33% FOR BLACK STUDENTS; AND 31% FOR HISPANIC STUDENTS.

IN FACT, THE AMERICAN COUNCIL ON EDUCATION ALSO FOUND THAT BLACK AND HISPANIC STUDENTS REPRESENTED ONLY 4.9% AND 2.6% OF ALL STUDENTS EARNING MASTER'S DEGREES AND ONLY 2.4% AND 2.0% OF STUDENTS EARNING DOCTORAL DEGREES IN 1991, RESPECTIVELY.

MR. CHAIRMAN, THIS SITUATION IS UNACCEPTABLE.

EDUCATION IS MORE THAN A PRIVATE BENEFIT TO INDIVIDUALS, IT IS A PUBLIC GOOD FOR US ALL. HOW WELL A DEMOCRATIC SOCIETY IS ABLE TO FUNCTION DEPENDS IN LARGE PART ON THE OPPORTUNITIES FOR EDUCATION AVAILABLE TO ALL OF ITS CITIZENS. THAT CONNECTION IS SEEN IN EVERYTHING FROM CRIME STATISTICS, TO HEALTH STATUS, TO ELECTORAL PARTICIPATION, TO INTERNATIONAL COMPETITIVENESS.

IN THE EMERGING GLOBAL ECONOMY, ALL AMERICANS BENEFIT WHEN WE TAKE ADVANTAGE OF OUR INCREASINGLY MULTI-CULTURAL AND INTERDEPENDENT SOCIETY BY INCREASING THE OPPORTUNITY FOR EVERYONE TO PARTICIPATE IN HIGHER EDUCATION.

RECOGNIZING THE IMPORTANCE OF EDUCATION, I HAVE SUPPORTED TWO IMPORTANT PIECES OF LEGISLATION DESIGNED TO UTILIZE THE TALENTS OF EVERY ONE OF OUR NATION'S CITIZENS BY MAKING HIGHER EDUCATION MORE AFFORDABLE AND, SUBSEQUENTLY, MORE ACCESSIBLE.

I SUPPORTED PRESIDENT CLINTON'S NATIONAL SERVICE PROGRAM WHICH WILL INVOLVE INDIVIDUALS OF ALL AGES - FROM THE YOUNGEST ELEMENTARY SCHOOL STUDENTS TO THE OLDEST OF AMERICANS - IN PROJECTS WHICH MEET THE "EDUCATIONAL, ENVIRONMENTAL, PUBLIC SAFETY, OR HUMAN NEEDS" OF OUR COUNTRY.

IN RETURN FOR ONE YEAR OF FULL-TIME SERVICE, NATIONAL SERVICE PARTICIPANTS WILL RECEIVE A MINIMUM WAGE ALLOWANCE, A BASIC HEALTH CARE POLICY, A CHILD CARE ALLOWANCE, AND A $4,725 EDUCATION AWARD.

PARTICIPANTS WILL THEN BE ABLE TO USE THESE EDUCATION AWARDS TO REPAY STUDENT LOANS OR TO PAY FOR EXPENSES IN APPROVED:

- POSTSECONDARY INSTITUTIONS;
- SCHOOL-TO-WORK PROGRAMS;
- JOB TRAINING PROGRAMS; OR
- VOCATIONAL EDUCATIONAL PROGRAMS.

I ALSO SUPPORTED PRESIDENT CLINTON'S DIRECT LENDING PROGRAM, WHICH AUTHORIZES PARTICIPATING SCHOOLS TO ORIGINATE LOW-INTEREST FEDERAL LOANS IN ORDER TO REDUCE INTEREST RATES AND ORIGINATION FEES WHICH STUDENTS CURRENTLY PAY ON EACH LOAN.

NONETHELESS, ALTHOUGH NATIONAL SERVICE AND DIRECT LENDING WILL HELP MAKE HIGHER EDUCATION MORE AFFORDABLE, MORE NEEDS TO BE DONE.

RECENT CENSUS BUREAU DATA ON FAMILY INCOME SHOW THAT, WHILE WHITE 18 TO 24 YEAR OLDS ARE DISTRIBUTED RELATIVELY EVENLY ACROSS ALL FOUR INCOME QUARTILES, HISPANIC AND BLACK 18-24 YEAR OLDS ARE 6 AND 12 TIMES MORE LIKELY TO BE AMONG THE NATION'S POOR, RESPECTIVELY.

WHEN YOU COMBINE THESE POVERTY STATISTICS WITH THE FACT THAT, BETWEEN 1982-93, TUITION, ROOM, AND BOARD CHARGES HAVE INCREASED BY 83% AT PUBLIC COLLEGES TO $5,394 AND BY 113% AT PRIVATE COLLEGES TO $14,741, IT BECOMES VERY CLEAR THAT ONE MAJOR REASON WHY THOUSANDS OF MINORITY YOUTH ARE NOT TAKING ADVANTAGE OF THE BEST HIGHER EDUCATION SYSTEM IN THE WORLD IS BECAUSE THEY SIMPLY CAN'T AFFORD IT.

MR. CHAIRMAN, IN ORDER TO IMPROVE THE STATE OF MINORITIES IN HIGHER EDUCATION, WE MUST INCREASE SUPPORT FOR TITLE IV FINANCIAL AID PROGRAMS -- PARTICULARLY THE PELL GRANT PROGRAM WHICH PROMOTES ACCESS TO POSTSECONDARY EDUCATION BY PROVIDING IMPORTANT NEED BASED GRANTS TO LOW-INCOME UNDERGRADUATE STUDENTS.

WE MUST ALSO INCREASE SUPPORT FOR OUR NATION'S HISTORICALLY BLACK COLLEGES AND UNIVERSITIES. THESE INSTITUTIONS GRADUATE 33% OF ALL AFRICAN-AMERICAS WITH BACHELOR'S DEGREES AND 43% OF ALL AFRICAN-AMERICANS WHO GO ON TO EARN THEIR PH.D'S ALTHOUGH THEY ONLY REPRESENT 3% OF ALL U.S. INSTITUTIONS OF HIGHER LEARNING.

FINALLY, WE MUST INCREASE FEDERAL SUPPORT FOR TRIO PROGRAMS, WHICH HELP INDIVIDUALS FROM DISADVANTAGED BACKGROUNDS ENTER AND COMPLETE COLLEGE.

BY INCREASING SUPPORT FOR THESE PROGRAMS, WE WILL PROVIDE THE FINANCIAL ASSISTANCE AND STUDENT SUPPORT SERVICES THAT MANY MINORITY STUDENTS NEED IN ORDER TO BE ABLE TO TAKE ADVANTAGE OF OUR NATION'S EXCELLENT COLLEGES AND UNIVERSITIES.

MR. CHAIRMAN, I WOULD LIKE TO CONCLUDE MY REMARKS BY THANKING YOU ONCE AGAIN FOR HOLDING THIS IMPORTANT HEARING AND BY URGING MY COLLEAGUES ON THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE TO CONTINUE WORKING TO IMPROVE THE STATE OF MINORITIES IN HIGHER EDUCATION.

By:

DOLORES E. CROSS
PRESIDENT
CHICAGO STATE UNIVERSITY

May, 1994

Chicago State University is one of twelve public universities in Illinois and part of the Board of Governors Universities system. All of our institutions serve African Americans and other minorities but none as fully as Chicago State University. Approximately one-third of all African American students attending Illinois public universities are enrolled at Chicago State University. One out of approximately every 130 bachelor's degrees earned by African Americans throughout our nation is awarded at Chicago State University; and one out of every 75 master's degrees earned by African Americans nationwide is awarded at CSU. Clearly, we are a major contributor to minority higher education in the State of Illinois and in the U.S.!

I believe that what follows in my statement will be more meaningful if it is presented within the context of CSU's students, and the many urban students throughout our nation who are like them. Many of our students are nontraditional, older, primary caregivers in their families, who must work to support themselves and their families and help pay their educational expenses. They come, for the most part, from within a four to six mile radius of the university. Many have had weak preparation for college in the Chicago Public Schools. Most are low-income and three-fourths depend on one or more programs of financial aid to help pay their educational expenses. A considerable number begin at Chicago State University with deficiencies in math, science, social studies and English courses. Yet they have a strong determination and potential to succeed. With appropriate support and developmental coursework, when necessary, they persist and graduate and individually and collectively contribute to our state's and nation's educated, diverse workforce. Like our sister institutions in the Board of Governors Universities' system, we are committed to helping students achieve all that they are capable of achieving. To that end, we have created a comprehensive program that begins before students come to CSU, that helps students while they're in college, and helps them after they graduate. In the past four years, CSU has experienced improvements in retention and graduation rates as well as a 58 percent growth in enrollments. The one-year retention rate has climbed from 55 percent to 66 percent. Between 1990 and 1992, degrees awarded increased by 22 percent, and 1994's graduating class of more than 1000 is the highest in the university's 127-year history. The ironic and difficult reality, however, is that our budget has grown by less than nine percent during the same period. As a result, we've had to reallocate $3.2 million to support our student success model because so little additional funding has been forthcoming to serve our increased student population.

Chicago State University is not alone. While there is agreement that we have not done enough as a nation to increase the representation of minorities in higher education to the level that it should be, we cannot ignore the heroic efforts that some institutions are making to improve the situation. Actions have been taken to improve higher education access and success for minorities, and I submit that we wouldn't even be where we are today without the impetus of those initiatives. We cannot throw up our hands in despair; instead, we need

to recognize those models that are working, learn from them, and replicate them. We must, as a nation, support success.

For example, the Chicago State University model for student success provides guarantees for success at three levels during students' educational careers. At the precollege level, students are guaranteed success through activities to keep them in school as well as prepare them for college. What this entails is an extensive outreach program that touches 25,000 students in 90 elementary and secondary schools . At the university level, students are guaranteed success through quality educational programs and appropriate safety nets; and at graduation, the potential for success in careers and graduate study is guaranteed through activities provided by the Career Development Center and Graduate Studies Office.

This is not the only model that has proven successful. Throughout our nation, committed colleagues are working hard to improve educational opportunity and retention. We cannot, we must not, ignore their efforts. Their success is our hope for the future.

But we, and they, cannot do it alone. Our nation's system of student financial aid, intended to remove the cost barrier to higher education for low-income students, has been diluted, weakened, and veered off of its original course. It is no coincidence that the gap between minority and white enrollments narrowed sharply in the mid-1970s, when government programs of financial aid were put in place to reduce the cost barrier. It also is no coincidence that the gap widened as the purchasing power of grants declined. The current maximum Pell award, funded at $2300, is at the same level as it was in 1989. At the same time, college costs of attendance continue to escalate. Surveys of students leaving college before they graduate continue to report financial need as the primary reason why students withdraw from college.

What we need is a reaffirmation of government's role in the partnership to be certain that the financial aid is there to remove the cost barrier. Greater borrowing is not, and should not be, an alternative for low-income students. That's how we got into the default dilemma that we are experiencing today. We are encouraging students to borrow who should not be borrowing, and when they default because of unemployment or underemployment, we penalize the institutions. There's something wrong with this picture.

Understanding the disadvantage with which some students enter college and supporting institutions that have programs in place to help these students succeed needs to be

a national commitment, and that goes beyond mere lip service. We have to be prepared to see these students through, with the appropriate financial and academic support, for as long as it takes. To do otherwise would be irresponsible and economically inefficient. We need to invest in our human resources and not let budget considerations alone drive our decisions. Many of the students coming to college may not be contributing to the tax base when they enter but are productive workers and taxpayers once they graduate.

What we need are incentives for institutions that are willing to take risks and make extraordinary efforts at the precollege, incollege and also postcollege levels. And we need to encourage collaborative efforts among elementary, secondary and postsecondary institutions and the government.

The bottom line is that successes have to be recognized. Some institutuions, such as Chicago State University, have made great strides in developing retention plans. Once these programs prove successful, the institutions should receive support at both the state and federal levels. At the same time, we must continue to be aware that cost is still a barrier to access. Even though retention plans are in place, the number one reason for students having to withdraw from college continues to be financial hardhsip. It is imperative that we provide sufficient financial aid, in the form of grants, to high risk students. Again, let us not lose sight of the accomplishments despite the odds and let us appreciate and support the heroic efforts that some institutions are making to ensure that students with potential achieve all that they are capable of achieving.

STATEMENT OF DR. JOHNNETTA B. COLE
PRESIDENT, SPELMAN COLLEGE

AND

CHAIR, MEMBER PRESIDENTS

OF

THE UNITED NEGRO COLLEGE FUND

Senator Simon, Members of the Subcommittee on Education, Arts and Humanities, I want to commend you Senator Simon and Chairman Pell for convening these hearings on "Minority Participation and Retention in Higher Education." Clearly, no issue is more important to the future of American Society than the education and training of our youth. It is of particular importance that we provide higher education opportunities for minority youth, especially African, Hispanic and Native Americans.

Senator Simon, your sterling history of commitment to and support of our Nation's Historically Black Colleges and Universities (HBCUs) and equal opportunities in higher education is a matter of public record. We, at UNCF, are especially indebted to you for your advocacy of the Challenge Grant Act Amendments of 1983 (P.L. 95-95) creating the first public-private matching fund to assist smaller colleges like Spelman to develop and enhance their endowments. UNCF also salutes you for your support for enactment of The Black College and University Act as part of the 1986 reauthorization of the Higher Education Act (P.L. 99-498), which is also included in Title IV, the Ronald McNair Post-baccalaureate Achievement program. You have also authored other critical legislation, beneficial to minority access, including amendments to the Patricia Roberts Harris Fellowship program (Title IX, Part B), the Institute for International Public Policy (Title VI, Part C), and the Faculty Development Fellowship Program (Title IX, Part E).

Today opens up a new front in the war to win the hearts and minds of minority youngsters over to the values and goals symbolized in Brown v. Board of Education. It is both ironic and symbolic that this hearing would be held on the 40th Anniversary of that landmark decision of the Supreme Court of the United States. As we reflect on the shattered dreams of Black, Brown and Red youngsters who attend segregated schools in the urban cities and rural countryside and who enter our colleges and universities ill-prepared to do college level work; we simultaneously rejoice at the opportunities presented by the education reform movements in the states, the renewed Federal commitment to full funding for programs like Head Start, and the potential -- yet to be realized -- to have all of America's children master life skills under Goals 2000. We are also entering the second week of the trial in Mississippi of Ayers v. Fordice, litigation which will determine the future of the Nation's Historically Black Colleges and Universities (HBCUs). A case in which not only the legal responsibility of the State of Mississippi to eliminate the last vestiges of its dual system of higher education is under scrutiny, but also the proper role of Mississippi's HBCUs, as "special purpose" institutions in meeting the educational needs of all of the State's citizens.

THE PROBLEMS FACING MINORITY ACCESS AND SUCCESS

The most serious barrier facing minorities seeking to enter higher education is that of financing the rising cost of a college education. While UNCF member institutions struggle to keep cost low, the failure of the Congress to fund the maximum Pell Grant award forces many lower income, educationally "at-risk" students to borrow significant sums in order to attend college. The average UNCF student must borrow $9,900 over a four-year college career, and $2,625 in the first year of study, in order to pursue a college degree. Among UNCF member institutions, student borrowing in the

old Guaranteed Student Loan program grew from $4,139,201 in AY 1979-80 to $56,808,000 in AY 1989-90 -- a sixteen-fold increase!

In AY 1991-92, the most recent year for which UNCF has gathered data, 30,398 of slightly more than 55,000 -- or 60 percent of all UNCF students -- borrowed $83,429,000! The rapid rise in HBCU enrollments -- a twenty-five percent increase between 1987-88 and 1991-92 at 41 UNCF member institutions -- is being financed by student borrowing.

While UNCF recognizes the budgetary constraints within which Congress must operate and the American people must live, it is also equally clear that much of the student loan default "problem" is systemic. If our public policy substitutes loans for grants as the principal mechanism for financing "access" for low and middle income students; and if we know that every student who begins baccalaureate degree study has a 50-50 chance of completing his/her degree, we have assumed the risk of high default costs in a program designed in the late 1950s to provide liquidity loan capital for middle and upper income families.

The students we now loan money to are from a very different income strata. For example, as the Chart from the 1993 UNCF Statistical Report accompanying my testimony indicates, disproportionate numbers of UNCF students use Pell Grants and Stafford Loans to pay college costs. I hope the members of this Subcommittee will keep in mind that 87 percent of all UNCF students received some from of Title IV, Student Assistance. More than twenty-seven (27.6) percent of our students come from families with incomes less than $20,000 and they require an aid package totalling more than $10,000. Almost forty-five (44.8) percent come from families with incomes under $30,000 and require need-based assistance exceeding $9,000. Fifty-eight (58.4) percent of all UNCF students come from families with incomes below $40,000 and require more than $7,700 in financial aid.

No matter how skilled and creative our aid administrators are -- they cannot avoid packaging "needy" students with the loan maximums provided by law! The handwriting is on the wall if that student fails to persist academically.

Even though we screen our applicants with great care, and provide a supportive learning environment and academic reinforcement, when necessary, it is nevertheless the case that many students do not succeed. Despite our best efforts, if our students leave without a degree, their chance of finding employment and repaying a student loan is substantially diminished. It is no small wonder that thirty-three (33) HBCUs were projected by the General Accounting Office (GAO) to have cohort default rates -- for three successive years -- above 25 %. Moreover, that same GAO report indicates that sixty-two (62) HBCUs may be subjected to review under the new Part H, Program Integrity - TRIAD provisions of the Higher Education Act.

DESIGNING EQUITABLE SOLUTIONS

UNCF believes the principal problems adversely affecting minority access to higher education are: (1) in elementary and secondary schools, the poor preparation of many minority and lower income youngsters to do college level work; (2) the absence of sufficient "bridge" programs -- between high school and college and between college and graduate and professional school -- to provide information, encouragement and academic support for students with the academic potential to succeed at the next level; and (3) the failure of the Congress and successive Presidents to keep statutory commitments to low and middle income students through the Pell Grant and its predecessor programs. Inadequate resources plagues the TRIO programs (Upward Bound, Talent Search, Educational

both the composition of faculty and staff, as well as improve the campus climate if we are to achieve our equal opportunity in higher education goals. Adding significantly to the minority professorate through programs like Faculty Development Fellowships, will provide both role models and mentors for minority students on HBCU, Hispanic-serving and other college and university campuses.

Again, Senator Simon, I want to applaud your continuing leadership in this area and to acknowledge your willingness to continue to work with the Black college community and others who seek to open up higher education for the betterment of all Americans. The 41 member presidents, our trustees, faculty, staff, alumni (especially those in Chicago land), and the more than 55,000 students who attend our member institutions thank you for all that you do to expand educational opportunity.

NORFOLK STATE UNIVERSITY
2401 Corprew Avenue
NORFOLK, VIRGINIA 24504

Prospectus for Establishing an Urban Institute

A. Introduction

Technology empowers a youth of fourteen to secure a deadly weapon (handgun), entices him to use it (through the rhapsodizing of violence in movies and television), and makes it convenient for him to use it any way he chooses, anywhere he wants with no thought of the consequences. He murders innocent people because "he smiled at me," or because they just happened to "get in my way." And when he's faces adult justice, he cries out for "Mama."

Technology also empowers adult society through its institutions of family, school, church, civic and social organizations to keep this from happening. Unfortunately our institutions appear unable to impact the urban malady sufficient unto its nature. Incarceration of the perpetrators is the popular choice. But after incarceration, what? What are the prospects of the "fourteen-year-old after he has served his sentence of fifteen to thirty years? What does he bring again to the community that completely frustrated him into lawlessness in the first place?

The best time to do something about his condition is before he faces the criminal justice system. This is clearly the initial assignment of the family, the church and the school. All three are struggling to get a handle on the problem. Individual successes abound, yet the problem grows worse by the day. What is needed now is VISIONARY LEADERSHIP, THE INSTITUTIONAL CAPACITY, THE RESOURCES, AND THE WILL to bring these three entities together on behalf of our young people. In particular, a critical need exists among those whose life circumstances provide neither the structures nor the succor for optimum growth and social development. Norfolk State University is poised to focus its considerable strengths in this regard.

Norfolk State University enjoys a coveted position in academia, concerning its relation the Urban community. From its beginning, the leadership of NSU has been prudent enough to make use of a unique legacy that blends town and gown as a prime component of its institutional ethos. Resulting from a natural affinity for the city, is a long history of service to the community and support from the community. Today, NSU's program profile is well documented with projects, procedures and plans that reach out to the community in very creative and productive ways. The University now makes this ethos available to the community in an unprecedented manner, befitting both the size and the scope of urban problems that undermines the university's primary clientele areas; and threatens its historical commitment to products of these areas.

Opportunity Centers, Student Support Services, McNair Post-baccalaureate Achievement program, etc.), the Patricia Roberts Harris Fellowship programs, the Council on Legal Educational Opportunity (CLEO) program, and the new Faculty Development Fellowship program.

If the Congress would honor its obligations and fully fund the Pell Grant program, student loan defaults would be dramatically reduced and more lower income students, especially minority males, will choose college and not violence as a way of life. Eugene Lang has proven, beyond a shadow of a doubt, that the educational aspirations and actual lives of poor children in the worst ghettoes and barrios in Brooklyn, can be turned around if educational opportunity and a college education is assured, and not just an idle promise.

That brings me to our first recommendation. Congress should make the Pell Grant an entitlement. As long as the maximum Pell Grant is subject to the appropriations process, the educational futures of low and middle income students will be sacrificed in the interests of balancing the budget. Congress seems all too willing to subject young people to "mountains of debt," and then blame colleges and universities when poor students default. Congress seems unwilling to invest in America's future by guarantying low and middle income students a college education debt free.

UNCF believes strongly in the entitlement concept and has consistently advocated a Pell Grant entitlement during the last two Higher Education Act reauthorizations. The problem will not go away. UNCF will not give up. We share your view, Senator Simon, that the higher education community compromised much too quickly, in 1992, on the question of ensuring the availability of Pell Grant funds for eligible low and middle income students. In the interim, UNCF will seek -- in the FY 1996 Budget and Appropriations process -- a substantial increase in the Pell Grant maximum as a means of enhancing access and reducing the burdens of student loan defaults on our students and our institutions. We also support the concept of "front loading," or providing grant aid in the first two years of study for "in-risk" students until they demonstrate academic persistence, and are less likely to drop out and default.

Secondly, we support increased funding for Title III, Part B of the Higher Education Act and other institutional aid programs targeted on institutions serving large numbers of minority students: The Tribally-controlled Community College Assistance Act and the "Hispanic-serving" institutions program in Part A of Title III (section 316). Institutional support programs designed to provide graduate educational opportunities for minorities, especially section 326 of Title III, are also critical.

Finally, the TRIO programs, the CLEO program, and the key federal fellowship programs in the Departments of Defense, Health and Human Services, the National Science Foundation, as well as those in the Department of Education all provide bridges to educational opportunity and financial support for needy and gifted students. They are limited only by the dollars appropriated to serve the eligible students.

I want to call specific attention to the new Faculty Development Fellowship program recently enacted in the 1992 Amendments. This program is critical because it will strengthen the minority professorate and permit HBCUs, Hispanic-serving institutions, the Tribal colleges, and other institutions with substantial minority student populations to secure faculty, staff and administrators which reflect the diversity sought in the student body itself. The Department of Education's decision to reverse the previous administration's ill-considered policy on Minority Scholarships will allow us to continue a two-decade long effort to expand minority access. Nevertheless, we must change

Consistent with this qualitative history, the present leadership of the University has announced its vision to establish a National Urban Institute. "This vision is both timely and appropriate," says Dr. Harrison B. Wilson. "Timely because of the changed national focus from the cold war to internal problems, particularly the challenge of our inner cities, and appropriate because Norfolk State University is a minority university located in the heart of the inner city." The University projects the establishment of a National Urban Institute.

B. Purpose and Program Rationale

The purpose of the Urban Institute, hereinafter designated **THE CENTER FOR URBAN RESOURCES EMPOWERMENT STRATEGIES (CURES)**, is to focus the strengths of the university's academic disciplines, research competencies, and public service capabilities toward the resolution of inner city problems. Just as technology has made it convenient for the miasma of violence to issue without boundaries, the University directs a conscious competence to its immediate community and to the community at large.

The aim of THE CENTER FOR URBAN RESOURCES EMPOWERMENT STRATEGIES (CURES) is to bring remedies to such social ills as violence, drug abuse, sexual and physical abuse, vandalism, functional illiteracy among youth and adults, personal and community health, teen age pregnancy, homelessness, economic development, et al. It is both convenient and propitious to be reminded that CURES BEGET CURES in the sense that the Center exists solely to effect remediation of urban problems. To achieve "CURES" for such ills, President Wilson calls for the activation of three major programmatic categories: First, Research and Study; Second, Neighborhood Services; and Third, An Experimental School for At-Risk Students

Research and Study Programs will have special appeal for graduate students and advanced professionals.

Neighborhood Services will be enriched and expanded to serve better the troubled youth, the disillusioned elderly and the fragmented family.

An **Experimental School for At-Risk Students** will provide such students with the additional attention and promising learning resources judged to individual success in the educational process. What is more important, in conjunction with university research interests, the School will yield valuable information about motivation for learning and retention.

Thus, the rationale for establishment of a National Urban Institute, **CURES**, is fully consistent with Norfolk State University's history, its present commitments, and with it realistic projections for the future. It is anticipated that, at the onset, few new programs will be required. We only need to adapt the programs and engage the organizations that have qualified themselves through demonstrated service to the urban community in a synergistic thrust toward the resolution of community problems. **CURES** will provide a physical and programmatic setting within which advanced urban thinkers such as urban planners, researchers, social workers, demographers, professional educators, and other urban scholars may find stimulation and support for their continuing inquiries into the urban phenomenon.

C. Fiscal and Programmatic Projections

YEAR ONE: Planning and Mobilization

1. Complete comprehensive proposal ten-year proposal
2. Organize regional planning conferences
3. Conduct National Symposium on Higher Education and the Urban Crisis
4. Establish regional and national urban networks
5. Project construction of Allen Center for Urban Studies
6. Project longitudinal (ten years) research studies

APPROXIMATE COSTS: To be determined

YEAR TWO: Planning and Mobilization continue; implementation

1. Initiate forum series on specific urban problems
2. Utilize selected professional strengths of peer institutions: colleges, universities, public schools, churches, chambers of commerce; civic and parochial organizations
3. Begin plans for Allen Center
4. Begin publication series on research and program development
5. Enhance professional cadre of urban specialists
6. Allocate funds for Allen Center
7. Establish Experimental Public School

APPROXIMATE COSTS: To be determined

YEAR THREE: Program Implementation

1. Conduct Forum on Global Nature of Urbanization (In collaboration with USAID, UN, etc.)
2. Initiate Travel/Study Programs for faculty/staff. (Cities in Developing Countries, South Africa, West Africa, South Pacific Basin, Caribbean, Mexico, Central and South America.)
3. Publish Annual Research Report, periodic newsletters
4. Conduct regional conferences
5. Organize local neighborhood councils by interest and involvement: (Focus on physical improvement of neighborhoods. Initiate Inner City Azalea Trail, etc.)
6. Hold groundbreaking for Allen Urban Center
7. Establish Urban Clusters in selected neighborhoods of Norfolk and Hampton Roads

APPROXIMATE COSTS: To be determined

YEAR FOUR: Program Implementation

1. Allocate funds for Allen Urban Center
2. Prepare reports on Travel/Study Programs
3. stablish exchange programs with faculties and urban professionals from European, Asian and African nations, etc.
4. Set up international entrepreneurial liaisons
5. Conduct Forum on African America and Sub-Saharan Africa
6. Project schedule of major publications (Establish institutional press)
7. Organize and activate program of Mobile Urban Services Units

APPROXIMATE COSTS: To be determined

YEAR FIVE: Program Implementation: "The World of Cities"

1. Prepare reports on long range research
2. Organize and conduct International Forum on Urban Phenomena
3. Hold Open House for Allen Center for Urban Studies
4. Conduct Assembly of Neighborhood Councils
5. Formally initiate publication series to include major publications; dedication of press
6. Conduct Planning Conference: "The Next Five Years"
7. Explore economic development as function of urban processes

APPROXIMATE COSTS: To be determined

YEAR SIX: Implementation of Revised and Enhanced Program Goals 2000-2005 A.D.

1. Prepare reports on long range research
2. Conduct Five Year Program Assessment
3. Schedule program projections through 2005
4. Maintain schedule of publications
5. Conduct Symposia on Status of Urban Centers in America
6. Examine related program items

APPROXIMATE COSTS: To be determined

YEAR SEVEN: Program Implementation

1. Maintain schedule of public programs
2. Continue research reports
3. Stress community outreach emphasis

4. Review International Networks
5. Update use of information systems, networking

APPROXIMATE COSTS: To be determined

YEAR EIGHT: Program Implementation

1. Maintain schedule of public programs
2. Continue research reports
3. Stress community outreach emphasis
4. Review International Networks
5. Update use of information systems, networking

APPROXIMATE COSTS: To be determined

YEAR NINE: Program Implementation

1. Maintain schedule of public programs
2. Continue research reports
3. Stress community outreach emphasis
4. Review International Networks
5. Update use of information systems, networking

APPROXIMATE COSTS: To be determined

YEAR TEN: Program Implementation

1. Prepare reports on long range research
2. Maintain schedule of public programs
3. Continue research reports
4. Stress community outreach emphasis
5. Review International Networks
6. Update use of information systems, networking
7. Conduct planning conference for decade 2005-2015

APPROXIMATE COSTS: To be determined

NOTA BENE: Funds for The Center for Urban Resources Empowerment Strategies (CURES) will come from the following sources in accord with their special emphasis and programmatic interests:

1. Redirected assets of Norfolk State University
2. Contributions from alumni and former students
3. Special appropriations from the State of Virginia
4. Selected agencies of the federal and local governments
5. Private and public charities and foundations
6. Individual gifts

NORFOLK STATE UNIVERSITY
NORFOLK, VIRGINIA 23504

Office of the President
(804) 683-8670
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June 9, 1994

The Honorable Senator Paul Simon
U.S. Senate
462 Dirksen Building
Washington, DC 20510

Dear Senator Simon:

I write to express my appreciation for the opportunity to appear before and provide testimony for the U.S. Senate Subcommittee on Education, Arts and Humanities on the topic **"Minorities in Higher Education,"** Tuesday, May 17, 1994.

For your review and for any consideration or assistance you can provide, I am enclosing a brief description of the "Urban Institute" referred to during my testimony. A proposal is under development at Norfolk State University to address the serious urban problems that exist locally and throughout the nation.

Any recognition or assistance you or your office could lend to this effort would be appreciated.

Sincerely,

Harrison B. Wilson, President

National Association
of Independent
Colleges and Universities

May 20, 1994

The Honorable Paul Simon
United States Senate
Washington, D.C. 20510

Dear Senator Simon:

I commend you for convening the Senate Subcommittee on Education, Arts and Humanities to discuss minority participation and retention in higher education. Your leadership in this area has meant a great deal.

In 1989, NAICU formed a task force on minority participation to look at ways to assess and improve the campus climate, and develop effective partnerships with other colleges and universities or with elementary and secondary schools. The task force examined short- and long-term strategies to increase minority faculty, and identified lessons to be learned from historically black and other minority institutions. The reports from this task force are enclosed for your review.

Many independent colleges have developed unique programs to serve minorities. Mount Saint Mary's College, with a two-year branch campus in central Los Angeles, serves Hispanic women. The college successfully educates a student body that, in its alternative access program, is "90 percent ethnic minority and 100 percent underprepared for college study." More than 60 percent of these entering freshmen earn an associate degree or transfer into a bachelor's degree program.

Heritage College in the Yakima Valley of Washington state, stands amid fields of hops and asparagus, and apple orchards. The students are Hispanic and Indian farm-workers and their children. Many Heritage graduates have returned to their communities as bilingual teachers and social workers. Heritage College is making a difference in the lives of the students, their families, and the entire valley.

More than 80 percent of the students are black at Marygrove College, a Catholic liberal arts college in Detroit. The average age of the students is 32. More than half of them are parents with children, and the vast majority have very low incomes. Marygrove College has an excellent record in bringing these disadvantaged students through to graduation.

The single most important factor in the participation and retention of minority students at these and other colleges is grant aid. As funding for the Pell Grant becomes more difficult to provide, I encourage you to support and increase the smaller programs that help the students for whom Pell is not enough — campus-based aid and the State Student Incentive Grant program.

Independent colleges are making a strong effort also. A preliminary survey of our members reveals that 50 percent of their total undergraduate enrollment receives institutional need-based aid. Indeed, independent colleges invested $4 billion of their own resources in such aid last year.

Again, I commend you for your concern and leadership on this issue. I would be happy to talk with you further about the independent colleges' role in minority participation and retention in higher education.

All my best,

David L. Warren
President

THE NATIONAL BLACK CAUCUS
OF STATE LEGISLATORS

Senator Regis F. Groff, CO
President

May 31, 1994

The Honorable Paul Simon
United States Senator
SD-462 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Simon,

I am writing to personally commend you for inaugurating the "Minority Participation and Retention in Higher Education" hearings on May 17, 1994. The 40th Anniversary of the Supreme Court decision in Brown v. Board of Education of Topeka provided a fitting backdrop for this joint undertaking by the Senate Subcommittee on Education, Arts and Humanities and the National Black Caucus of State Legislators (NBCSL). You will recall that I testified before your House Subcommittee on Postsecondary Education many years ago when you were looking at similar issues, and the impact of President Regan's budget cuts on student assistance.

We, at NBCSL, are so pleased that Illinois State Senator, Alice L. Palmer and you agreed to this joint effort, and that we may be able to ascertain -- for the first time -- the degree to which Federal and State Grant Programs impact access for low income and minority youngsters to a college education. NBCSL has identified, in consultation with Bud Blakey and Buzz Palmer, a number of key states where we plan for NBCSL and key Latino legislators to hold oversight hearings on the utilization of State Grant and Scholarship Programs by eligible minority young people. We especially want to focus on those State Grant Programs which receive support through the State Student Incentive Grant (SSIG) program.

At the Present time, we are in the process of securing personal commitments from our members, and making arrangements for suitable facilities in the following states:

California	Kentucky	New York
Colorado	Maryland	Ohio
Florida	Michigan	Pennsylvania
Georgia	Mississippi	Tennessee
Illinois	Missouri	Texas
	New Mexico	

Following a recent meeting with Chancellor James Stukel, of the University of Illinois at Chicago, we are exploring the possibility of holding several of the hearings on the campuses of the "Urban 13 Universities." This may allow us to produce a transcript of each hearing, and provide a written report of our findings and recommendations. Dr. Stukel has also agreed to host the Illinois hearing.

As you know all too well, the issue of improving minority access and retention is intimately related to the access of lower income students to grant aid. To the extent that the Federal government and the States are cooperating in facilitating higher educational opportunities for minorities who qualify for student assistance grants and scholarships. We can jointly advance the cause of equal opportunity in higher education.

I look forward to working with you and your staff in this important endeavor. Chuck Bremer, NBCSL's Executive Director, will be our principal point of contact for you and your staff. He can be reached at (202) 624-5457.

Sincerely,

Wilhelmina H. Delco

Wilhelmina H. Delco
Texas State Representative
Chair, NBCSL Committee on Postsecondary Education

STUDENT LOAN MARKETING ASSOCIATION
1050 Thomas Jefferson Street, N.W.
Washington, D.C. 20007-3871
202 298 2600

LAWRENCE A. HOUGH
President and
Chief Executive Officer

May 16, 1994

Mr. Robert Atwell
President
American Council on Education
One Dupont Circle, N.W., Suite 835
Washington, DC 20036-1193

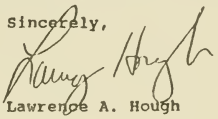
Dear Bob,

I was so pleased to hear that you are testifying before Senator Pell's subcommittee tomorrow about opportunities for minorities in higher education. My own interest in this important issue prompted Sallie Mae to engage in an important study with AASCU in 1991 and I wanted to make sure that you have information on this project as background for your testimony.

For the past three years we have partnered with AASCU in an effort to encourage awareness of and dialogue about this issue among campus leaders, especially the college presidents, to better define the data relevant to student retention on individual campuses and, most importantly, to identify effective student retention programs. Many institutions are participating and, given the results to date, others are seeking to participate. The social and economic impacts of minority student dropout are causes of appropriate concern for those of us who care deeply about opportunities for minorities to complete higher education.

I have been heartened by the high level of attendance at each of the four regional conferences I have attended with other project participants. The higher education community is rightfully focused on the social and economic importance to our society of minority student retention. We hope to help in that effort.

Sincerely,



Lawrence A. Hough

Senator SIMON. The hearing is adjourned.
[Whereupon, at 12:02 p.m., the subcommittee was adjourned.]

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